ADMINISTRATION

OF THE

NORTH-WESTERN PROVINCES AND OUDH.

April 1882—November 1887.

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PREFACE TO THE ADMINISTRATION MEMORANDUM.

THIS Memorandum contains a summary account of the course of administration in the North-Western Provinces and Oudh from 1882 to 1887; intended principally for the information of Sir Alfred Lyall's successor and of the civil officers under this Government. It has happened that, among the questions and transactions belonging to this period, some have been of more than ordinary public interest. In 1882 the Government of India promulgated a general scheme for the improvement of local self-government, based upon the principle of investing district and municipal boards with larger and more independent powers. In the same year a Commission was issued to enquire into and report upon the state of education in all the Provinces of India. In 1883 the condition of the Oudh tenantry attracted the notice of the Government of India; and proceedings were taken which issued in an important amendment of the Oudh Rent Law; while almost simultaneously some very comprehensive proposals for revising the whole system of land-revenue assessment were remitted to the Local Government for examination. A law was passed for the relief of insolvent landholders in Jhánsi, upon a system which needed much care and consideration in regard to details. Toward the close of the quinquennial period two more Commissions were issued. The Finance Commission scrutinized the provincial expenditure and the establishments; and arranged a new financial contract. The Public Service Commission took evidence regarding appointments to the Civil Service, and sat for some time at Allahabad. In 1886 the re-imposition of an income-tax was added to the business of revenue officers.

In the Department of Public Works a considerable extension of provincial railways was carried out upon a plan originally drawn up by Sir George Couper; the Betwa irrigation works were completed; and a beginning was made in re-building the Nadrai aqueduct of the Ganges Canal, that had been swept away by a flood.

A Legislative Council was established for these Provinces in 1886, and an Act constituting a University at Allahabad was passed in the autumn of 1887.

It seemed worth while to prepare, in handy shape and convenient series, a record of these and other minor questions which have been discussed and determined within the period mentioned; to recapitulate as briefly as possible the objects and reasons of any substantive changes or new measures; and to describe the working and actual state of each of the chief administrative departments. The memorandum may thus be useful for reference and to aid recollection; while it may also be of service in presenting some kind of general view of the condition and circumstances of the two Provinces.

ADMINISTRATION

OF THE

NORTH-WESTERN PROVINCES AND OUDH,

April 1882—November 1887.

CHAPTER I.

PUBLIC WORKS.

(1) *Buildings and Roads.*

THE operations of the Public Works Department in these Provinces during the last five and-a-half years have been of some importance, and their connexion with the introduction of local self-government adds in some degree to their administrative interest. It will be convenient to divide the subject into the heads of—(i) Administration and (ii) Execution. Under (i) will be briefly mentioned the measures taken for placing the execution of the public works of the districts more freely and largely in the hands of local boards and authorities; under (ii) will be given a summary of the works actually carried out during the last five and-a-half years.

(i) *Administration.*—During the last five and-a-half years the district boards' administration has passed through various phases, representing the application to these Provinces of the principles of local self-government that had been prescribed in 1881 and in 1882 by the Government of India. In the winter of 1881-82 Sir George Couper, then Lieutenant-Governor, issued a complete scheme for conferring upon the district boards larger powers over the allotment of their funds and the execution of their works. In 1883 a new Local Boards Act was passed, which strengthened and placed on a legal basis the control of the boards over the expenditure of the funds placed at their disposal, and it may be fairly said that at the present time the boards are practically unfettered in the management of their finances, and have full control of their local budget. The boards in return have freely accepted their responsibilities in respect of the large sums placed annually at their disposal. The broad principles of

the new system which was introduced into these Provinces in 1883, to give effect to the Local Boards Act, in respect of district public works, were as follows :—

(i)—The absolute control by the district boards of all public works which could not be classed as of provincial interest.

(ii)—The complete subordination to the district boards of the engineering establishment required for these works.

(iii)—The placing of all works of provincial interest under the administrative control of their departmental heads.

(iv)—The allocation of normal annual grants to each district and to each department based upon their probable requirements for the next four or five years, these grants to be at the disposal of the boards and of the heads of departments.

(v)—The formation of regular Public Works Provincial divisions and sub-divisions for the control of Provincial and Imperial Public Works not made over to the boards.

From an administrative point of view, the new system has worked successfully, and each year's administration report on the operations of the Public Works Department of the Province has testified to the satisfactory way in which the boards have discharged the responsible duties entrusted to them in regard to the management of the public works of their districts. The funds placed at their disposal have as a rule been well and fully utilized, and the conditions under which these funds have been allotted, involving corresponding responsibilities on the part of the boards to the districts and to Government, have been very generally accepted. The complete independence of the district boards had been an essential element of the scheme prescribed in 1882; and accordingly it was arranged that each board should have its own District Engineer. But the experience of the first two or three years showed that the separation of the local from the provincial establishment of engineers was likely to prove too costly, and it necessarily involved to some extent a waste of power. There was from the first also considerable difficulty in obtaining a

sufficient number of qualified non-departmental engineers and subordinates for service under the boards. The engineering staff of the districts had therefore to be supplied as a rule by the provincial establishment, with the result that the Public Works officers and subordinates thus lent were placed in charge of important works for which they were responsible only to the district boards, and were removed from the control of their departmental superiors. Finally, it became evident that under the system in force insufficient supervision was exercised over the execution of local public works. In view of these facts it was thought advisable to make some modifications in this portion of the system without interfering with the powers vested in the boards for originating works, allocating funds, and controlling expenditure. Under the modified scheme, which has now been almost universally adopted by the boards, it has been arranged, (i) to bring under one system, as to execution and accounts, all the civil public works (Imperial, Provincial, and Local) in the district: (ii) to constitute, as the agency for the execution of all these works, a staff of officers and subordinates supplied by the Provincial Public Works Department, and subject to direct departmental control. The practical working of the modified system on these lines has so far proved successful, and the reduction of expenditure which its introduction throughout the Province should produce is estimated at not less than one and-a-half lakhs of rupees yearly. Under these circumstances its universal adoption in these Provinces only awaits the approval and sanction of the Supreme Government.

(ii) *Execution.*—In enumerating the works carried out, the usual distribution under heads will be followed, *viz.*,—

(i)—Communications.

(ii)—Public buildings.

(iii)—Miscellaneous.

It will be convenient, before going into details, to give the total amount expended by the Public Works Department through its own agency and that of the boards during the past five and-a-half years on buildings and communications, exclusive of railways, which will form a separate heading. Summarizing the expenditure, it appears that Rs. 175 lakhs have been spent by the provincial and Rs. 129 lakhs by local agency, giving a total

of Rs. 304 lakhs spent under both branches. This amount was distributed approximately as follows :—

	Rs.
Original works	108 lakhs
Repairs	127 „
Establishment	69 „

whilst of the sum expended on original works, Rs. 57 lakhs were devoted to communications, Rs. 50 lakhs to the construction of buildings connected with the civil administration of the Province, and Rs. 1 lakh to miscellaneous public improvements.

(i)—Communications.

The chief expenditure incurred on public works has undoubtedly been under this important head of communications; the money having been chiefly employed in developing and improving the road lines to keep pace with the railways, upon which very large sums have been spent during the last five or six years. In that period a total sum of Rs. 19 lakhs has been spent on new works of communication by provincial and Rs. 38 lakhs by local agency, or a total of Rs. 57 lakhs. The greater part of this sum was devoted to the construction of (i) first and second class new roads, (ii) upwards of 50 large bridges, and (iii) the metalling, raising, and improving of several hundreds of miles of existing roads. Of the new first class roads metalled and bridged, the chief portions have been short lengths of railway feeder roads connecting the main road lines of the Province with adjoining railway lines. In 1882, little remained to be done in the shape of laying out new main road lines of communication, except in the difficult and backward districts of Bundelkhand: but there was, and still is, much room for improving the intra-communication of districts and the connection of their more remote tracts with the main arterial lines of traffic. The district boards were probably the best agency that could have been selected for carrying out this duty, and the advantage of strengthening their powers and resources has shown itself very clearly by the marked interest which they have taken in the improvement of their existing roads and the construction of new ones to meet the increasing demands of traffic caused by the new railway lines. Upon the view that these internal communications might safely and properly be made over to the boards, their normal grants have been largely supplemented from time

to time by special grants from provincial balances, for the construction of permanent bridges and other similar works not falling within the scope of their ordinary financial resources. As stated above, upwards of Rs. 38 lakhs have been spent by the boards on the improvement of their district roads; and except in the northern lying districts bordering on the newly-constructed Bengal and North-West Railway and those traversed by the Oudh and Rohilkhand Railway extension, and the Lucknow-Sitapur and Seramau Railway, much has everywhere been done to place the districts of the Province in full touch with the main railway lines of the country.

In Bundelkhand, where the state of communications is still backward, upwards of Rs. 5 lakhs have been expended since 1882 in metalling the main lines through Jhánsi, Saugor, Kálpi, and Lalitpur; whilst Rs. 75,000 have been spent on the road from Bánda to the East Indian Railway station of Mánikpur, and Rs. 1,30,000 on the Chandrawal and Lakheri bridges. In addition to this, more than a lakh of rupees have been spent on improving and bridging existing third class roads in the Jhánsi Division. In the Bijnor district a metalled road has been undertaken for the first time, to connect the head-quarter station with the Oudh and Rohilkhand Railway.

With the completion in 1883-84 of the Rohilkhand and Kumaun Railway connecting Bareilly with the foot of the Naini Tal range of hills, the construction of a cart-road communication between the important military hill stations of Ránikhet and Almora and the railway terminus at Káthgodam became important. The surveys for the road were put in hand in 1883, and a complete project was prepared during that year. The estimate was Rs. 6,90,000, of which the Government of India consented to contribute Rs. 3 lakhs. Work was started in 1883, and up to September, 1887, Rs. 5,41,000 had been expended. The only work of importance remaining to be done is the bridge over the Kosi at Rámgarh, of which all the steel work has been received from England, and will shortly be at site. This should be completed during the year 1888, when there will be through communication for wheel traffic over the entire distance of 36 miles. This road will not only place the troops at Ránikhet and Almora in connection with the railway, but must benefit Kumaun generally, by greatly facilitating the export of tea, fruit, and other valuable products from the interior of the hill districts.

Amongst the important bridges that have been constructed since 1882 may be mentioned (i) the combined road and railway bridge over the Kichcha river on the Bareilly and Naini Tal road at a cost of Rs. 1,79,000; and (ii) a bridge of a similar class over the Deoha river on the Bareilly-Pilibhít road at a cost of Rs. two lakhs.

A new steam-ferry over the Ganges at Gházipur was started in 1885 after considerable discussion. It provides steam communication across the Ganges between the terminal station of the Gházipur-Dildárnagar line on the right bank of the river and Gházipur on the left bank. During the first few months after its establishment, the steamer was worked by the East Indian Railway, the agency by which the branch line from Dildárnagar itself is worked: but the management is now under the direct charge of the Magistrate of Gházipur.

(ii)—PUBLIC BUILDINGS.

Expenditure under this head has been chiefly carried out by direct provincial agency, the boards being charged with but few buildings, except those connected with education and dispensaries. The expenditure during the last five and-a-half years has been Rs. 44 lakhs under provincial and Rs. 6 lakhs under local charge.

The chief building which has been under construction during Sir Alfred Lyall's tenure of office has been the Muir College at Allahabad, which was completed in the spring of 1886. The opening ceremony, which was presided over by His Excellency the Viceroy, took place in April, 1886, in presence of a large assemblage. The foundation-stone was laid by Lord Northbrook in December, 1873, so that the entire work occupied 12 years and four months in its execution. The building was designed by Mr. R. Emerson, C.E., and its cost up to the date of its opening was Rs. 6,80,000.

On buildings for the administrative services the following expenditure has been carried out during the last five and-a-half years:—

Civil court-houses at Allahabad, Rs. 97,232.

Completion of Central Jails at Bareilly, Allahabad, Benares, and Fatehgarh and the District Jail at Rae Bareli, Rs. 3 lakhs, their total cost having been Rs. 20 lakhs. A new jail has been

constructed at Unao at a cost of Rs. 1¼ lakhs, whilst Rs. 3½ lakhs have been expended in extensive additions and improvements to 13 of the older prisons and jails. The annual normal grant of Rs. 2 lakhs to the Jail Department has been fully utilized each year, with an additional grant of Rs. 50,000 in 1885-86. Five new distilleries have been built at an expenditure of Rs. 85,000, and 13 new tahsílis costing Rs. 1,75,000.

(iii)—Miscellaneous.

Archæology.—Under this head the most interesting works are those connected with archæological conservation. The fully-matured scheme of operations planned and inaugurated by Sir John Strachey in 1875 was worked out and brought to completion during the years 1882, 1883, and 1884, at a total cost from the beginning of Rs. 9,04,000. The chief places where operations have been carried out are the Taj, Fatehpur-Sikri, and the Agra Fort. The principle of conservation rather than so-called restoration has been carefully adhered to throughout the entire work, which, from its connection with the history and traditions of the country, possesses the highest interest and is of national importance. Most of the considerable and valuable buildings having been conserved and repaired, the special Archæological Division was abolished in 1885, and the direction of archæological affairs has now been resumed by the Government of India.

Artesian well.—The proper water-supply of the large cities of Agra, Allahabad, and Lucknow has been under the consideration of Government for some years past. In 1884 sanction was given to the Agra municipality to carry out the experiment of an artesian well boring at that place, and the necessary plant was obtained from England, with two skilled mechanics to work it. Operations were commenced in June, 1884, and by May, 1885, the boring had been carried down to a depth of 513 feet. Here a stratum of hard sandstone rock was struck; and the chief geological authority in India declared that there was no chance of a water-bearing stratum being reached. The municipality, however, obtained permission to go on at their own cost; and by May, 1886, the boring had been driven down 124 feet below the point where the sandstone was first struck. Beyond this Government would not sanction further sinking, and the work was abandoned. The experiment will probably be resumed under more favourable conditions at Lucknow. The value of an

artesian boring as a substitute for the expensive system of water-supply by means of pumping-engines, reservoirs, filter-beds, &c., cannot be over-estimated, and the result of this new attempt will possess considerable interest.

Roorkee Foundry.—Considerable attention has been given to the Roorkee Foundry, which became the property of the Province in 1871-72, and has been a source of fair profit to the Local Government. Nevertheless its retention as a Government institution has long seemed to be of doubtful policy; and on the opening up of the Oudh and Rohilkhand Railway extension through Roorkee, the opportunity was deemed favourable for disposing of the foundry to some private company. Under the sanction of the Government of India negotiations, which proved inconclusive, for its sale were entered into with a syndicate at Bombay.

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(2) *Railways.*

In no branch of its public works have the Provinces made such rapid progress during the last five and-a-half years as in railways; and it is probable that in no other part of India has the system of railway communication been pushed on so fast or so widely. The Oudh and Rohilkhand Railway Company have opened an extension of their line 135 miles long from Moradabad to Saháranpur, with a branch to Hardwár, and have just completed their great bridge over the Ganges at Benares; thus providing a direct alternative route from Calcutta to the Panjáb *viâ* Benares, Lucknow, and Saháranpur, as well as a most useful provincial traffic route. The Bengal and North-West Railway Company have constructed 284 miles of line in the North-Western Provinces, by which the whole of the very fertile tracts of country lying north-east of the Gogra have been placed in communication with the great markets and ports of India. Including the branch from Jhánsi *viâ* Bánda to Mánikpur on the Great Indian Peninsula Railway, the Indian Midland Railway Company are constructing within these Provinces 400 miles of line, of which the section from Cawnpore to Jhánsi, 140 miles, including the great bridge over the Jumna at Kálpi, was commenced and practically finished by this Government before being handed over to the company in March, 1887. By means of this line, when finished, the districts of Bundelkhand, which are peculiarly liable to suffer from famine, will be opened out and protected;

and these inland Provinces will soon have a third first class line of outlet to Bombay. Railway communication into Jhánsi will, it is expected, be completed before December, 1887.

The Rohilkhand and Kumaun Railway Company have opened a line 55 miles long, connecting Bareilly with the hills below Naini Tal.

Simultaneously with the development of the lines under railway companies there has been an extension of the lines constructed from provincial revenues. In addition to the work executed between Cawnpore and Jhánsi the Cawnpore-Achneyra Railway has been completed at a cost of Rs. 60 lakhs by the construction of 100 miles of new line, and a bridge over the Jumna at Muttra; a railway has been constructed connecting Pilibhít with Bareilly and the railway systems of India, at a cost of 17 lakhs; and 36 lakhs have been spent on the Lucknow-Sitapur-Seramau Railway—a line running from Lucknow northwards, 120 miles long, through the districts and productive forests of the Sitapur Division. It has at present not been found possible, for financial reasons, to construct this line beyond Gola Gokarnath, a place on the borders of the Kheri forests, 22 miles short of the terminal station at Seramau in the Sháhjahánpur district. It is clear that the full value of the lines to Pilibhít and Seramau cannot be obtained so long as they are merely independent branch feeders, and the construction of a connecting link between the two terminals must eventually follow. Complete surveys and estimates have been prepared for the whole length from Pilibhít to Seramau, but the negotiations which have been entered into for its construction by private agency require the sanction of the Supreme Government.

The total length of all classes of railways under construction in the Province during the past five and-a-half years has been some 1,140 miles, of which 760 miles have been opened for traffic. By the end of the year 1887, an additional 150 miles will be completed, and there will then be 2,200 miles of open line in the North-Western Provinces. On the completion of the Indian Midland system this will be raised to 2,470 miles, a mileage greater than that of any other Province in India; and no village, except in the Himálayas and hill tracts south of the Mirzapur district, will be more than 40 miles from a railway station. As

was remarked by the Lieutenant-Governor when opening the railway from Lucknow to Sitapur in November, 1886, all but eight of the 49 districts of the North-Western Provinces and Oudh, are traversed by, or are in close touch with, railways, and four of these eight will soon be traversed by the Indian Midland line. Of the four others still left, one is Garhwál in the hills, two others—Rae Bareli and Partabgarh—will be crossed by a new branch line, which it is proposed to make ; and the fourth, Ballia, is in the angle of two great rivers with excellent water carriage.

From the following figures it will be seen that, exclusive of a subsidy of Rs. 20,000 per annum to the Rohilkhand and Kumaun line, more than 177 lakhs of rupees have been spent on provincial railways alone in these Provinces, and that of this expenditure over Rs. 112 lakhs have been expended since 1882-83, *i.e.*, within the last five and-a-half years.

The expenditure from provincial funds on railways up to the present time has been—

	Rs.
Cawnpore-Achneyra	1,17,00,000
Bareilly-Pilibhít	15,22,000
Lucknow-Sitapur-Seramau	36,55,000
Dildárnagar-Gházipur	7,08,000
Total ...	1,75,85,000
Sundry surveys	1,70,000
GRAND TOTAL ...	1,77,55,000

of which the following sums have been spent since 1882-83, or during the last five and-a-half years :—

	Rs.
Cawnpore-Achneyra	60,00,000
Bareilly-Pilibhít	15,22,000
Lucknow-Sitapur-Seramau...	36,55,000
Sundry surveys	78,000
Total ...	1,12,55,000

These somewhat extensive railway operations were placed under a special officer as Engineer-in-Chief and Assistant Secretary for that branch of the Public Works ; and Major Gracey, R.E., who held the appointment, discharged its duties with much energy and ability. The new post was formed in October, 1882, and abolished in March, 1887, when most of the works of construction had been brought to a close.

Whatever may be the future history of railway construction in these Provinces, it is almost certain it will be carried on under conditions widely different, and perhaps less favourable, than those which have ruled during the last five years. In 1882 there was a balance of some 125 lakhs of rupees to the credit of these Provinces, the accumulated savings of previous years. The greater part of that sum has been invested in railways, which these accumulations enabled the Provincial Government to undertake on a large scale, and to carry out rapidly and continuously. The principle followed throughout has been to expend all available funds on the capital construction of a line, and when this was completed to entrust its revenue working under a special contract, to whichever of the large main lines would be interested in its successful management. The construction staff at the disposal of Government has thus been fully utilized, whilst the maintenance of separate managing and revenue establishments has been avoided. At the present time not one of the provincial railways is under direct Government management: the last one to be given over having been the Cawnpore-Achneyra system, which passed into the hands of the Bombay, Baroda, and Central India Railway in October, 1886.

To the late Colonel J. O. Mayne, R.E., and Colonel A. M. Lang, R.E., Secretaries in the Public Works Department, and to Major R. Pulford, R.E., the Lieutenant-Governor has been much indebted for very valuable assistance in this important branch of the general administration.

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(3) *Canals.*

The record of the past five years will be found to comprise a large number of works carried out for the purpose of completing large and important undertakings, which have been in process of construction since 1873, and also numerous measures for extending, improving, and completing the older systems. Besides these works, which are classified as productive, a project of considerable importance, the *Betwa Canal*, designed purely as a *famine protective work*, was commenced and brought to completion in the period under review. The river Betwa rises in the Vindhya range near Bhopal, and, after traversing the Native States of the Central India Agency, as well as the districts of Lalitpur, Jhánsi, Jalaun, and Hamírpur, falls into the Jumna

near Hamírpur. To utilize the water of this river a masonry weir 3,114 feet in length, with a maximum height of 51 feet, was built across the bed. The site selected was near the village of Paricha, where advantage was taken of an unbroken section of hard gneiss rock extending across the bed of the river to get a solid foundation for the work. On the left flank are built the sluices and canal head. The channel itself is constructed to carry a maximum volume of 1,000 cubic feet per second, capable of irrigating 100,000 acres during kharíf when the September rain fails, but for purposes of ordinary rabi irrigation the supply from the river will fall to 300 cubic feet per second. In the interval between the cutting of the rabi and the arrival of the monsoons, the canal will be dependent on the contents of the reservoir formed by the weir. . The main canal with a bottom width of 20 feet and a maximum depth 10 feet enters the high bank in 39 feet of digging, diminishing to 10 feet in the 14th mile. In the 20th mile it divides into two channels, named the Kataund and Hamírpur branches. The aggregate length of main line and branches is 180 miles, to which must be added 377 projected miles of distributaries; of the latter 177 miles were completed by the 1st April, 1887. The first stone was laid in the spring of 1882, and by the 1st April, 1883, the weir was carried up to 615. In May of the following year it was completed to the full height of 631·50 above M. S. level, and the subsidiary weirs were brought to the same stage of completion. The weir sluices and canal head were built in 1885. Simultaneously with the foregoing the excavation of the main canal and branches was carried out and completed in 1886. All the masonry works were built in the same period. In the earlier stage of the works the engineering establishment suffered severely from the unhealthiness of the locality; and considering the difficulties encountered and the heat that had to be endured, it is greatly to their credit that such good progress was made. The original estimate was first sanctioned for Rs. 39,82,221. The revised estimate was subsequently passed for Rs. 44,83,776, against which Rs. 39,96,000 were expended by the end of 1886-87.

On the Ganges Canal, the new Maiapur regulator was commenced in 1884; but early in October, owing to the accident to the Nadrai aqueduct, it was found necessary to stop all further

expenditure. The estimate was sanctioned for Rs. 3,78,369, of which Rs. 1,36,369, the sum which would restore the present work on its old plan, was made chargeable to revenue, and the balance, which represents the cost of improvement, debitable to capital. An escape was constructed in 1885, in connection with the Machua weir, discharging into the Kali nadi. The work was completed in 1886 at a cost of Rs. 1,31,000 against a sanctioned estimate of Rs. 1,28,883. With the control thus obtained over the supply, there is little danger of a serious flood passing down to the lower canal. On the main canal much has been done in the way of improving the channel, in raising of bridges, and in otherwise increasing facilities for navigation. There is a good record of work accomplished in completing the remodelled systems of distributaries and providing them with masonry outlets. A considerable mileage was added to the drainage system, and several important drains were almost reconstructed.

In October, 1884, the aqueduct which carries the Lower Ganges Canal over the Kali nadi was partially wrecked by a flood of unusual magnitude. On the 17th July, 1885, a flood of three times the volume of that of the previous year, and discharging at its height 130,000 to 140,000 cubic feet per second, swept down the valley and completely destroyed every vestige of the old aqueduct, besides making a gap in the embankment of 600 feet wide. The new aqueduct, of which the estimate amounting to over 45 lakhs of rupees has received the provisional sanction of the Government of India, will have 15 spans of 60 feet and a clear waterway for the river of 23,000 square feet, and capable of discharging 150,000 cubic feet per second, without apprehension of serious scour. Up to the end of 1886-87 over Rs. 18,00,000 have been expended on the work. The progress made is briefly as follows. All railway sidings and other preliminary works completed, as also the excavation of the foundation pit. Well kerbs nearly all in position, brickwork of pier wells practically finished, and of abutment wells commenced. All the pier wells, 140 in number, were mostly sunk down to clay, while the sinking through the clay was got well in hand. A vast quantity of material was collected and 300 lakhs of bricks burnt. On the Fatehgarh branch the Mánikpur and Bagar escapes, both discharging into the Ganges, were completed at a cost of Rs. 88,000. On the Bewar branch, the remaining bridges were built; and the

Chachena mills, estimated at Rs. 11,250, were completed at an outlay of Rs. 10,500. On the Bhognipur branch the Punhar escape, mile 96, was constructed. On the Cawnpore branch the remodelling of the main line, in connection with which is a series of seven locks and weirs, costing Rs. 2,37,000 against a sanctioned estimate of Rs. 2,57,000, was brought to completion. Six bridges were raised below Gopalpur, including the East Indian Railway bridge at Dabaoh, which was completed in 1886. In the Etáwah branch the Sherpur escape was constructed. The record of work carried out on the Lower Ganges Canal during these five years would be incomplete without mentioning the progress made in extending, developing, and completing the system of new and old distributaries. Under the latter great improvements have been effected in the Cawnpore branch, where seven projects have been carried to completion, with marked results in economy and efficiency of distribution. Surveys were made and a complete set of estimates and designs prepared for the extension of the Cawnpore branch into the Fatehpur and Allahabad districts.

The Agra Canal, as originally projected, was nearly completed in 1882, when it was found necessary to revise the distribution of water in order that the dry tracts in the Gurgaon district of the Panjáb and parts of Muttra might be brought under the influence of the canals, instead of wasting the margin of available supply on the 50 to 60 per cent. "well" irrigated lands of the Agra district. Works were vigorously pushed forward, and 140 miles of new distributaries were opened in time to be of great service during the severe drought of 1883. The revised estimate for completing the Agra Canal was sanctioned for Rs. 1,03,20,502, and included some important works, such as the addition of shutters to the weir sluices and the construction of a lock and regulator in mile 50, both of which were brought to completion in this period.

A satisfactory feature on this canal is the steadily increasing revenue from plantations, owing chiefly to the constant demand for fuel in the cities of Delhi and Agra.

On the Eastern Jumna Canal the remodelling of the main channel was well advanced. Several distributaries were greatly improved and in some cases extended. The drainage systems on this canal received a due share of attention, and a number of improvements and extensions were carried out.

On the Rohilkhand Canals the works in connection with the Upper Baigul Canal were practically brought to completion. Extensive training and protective measures were carried out on the Kichcha Canal to ensure the safety of the weir and head-works and the constancy of the supply.

The outlay on maintenance and repairs during the five years is—

	Rs.
1882-83	7,21,145
1883-84	7,76,544
1884-85	8,53,461
1885-86	8,37,493
1886-87	6,11,249
	39,99,892

The principal item under this head is the yearly expenditure on river training works and on the measures taken for protecting river weirs and canal head-works from the effects of scour. On the Ganges Canal the outlay under head-works is spent chiefly on bunds and groynes for leading the autumnal supplies of the river into the canal, and does not vary much from year to year. While on the Lower Ganges and Agra Canals the expenditure is incurred in training the river from dangerous points, and protecting the weir and head-works from scour. The works carried out have been very effectual.

The total outlay on capital account during the five years is shown in the following statement:—

Canal.		1882-83.	1883-84.	1884-85.	1885-86.	1886-87.	Total.
		Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Capital expenditure on irrigation works classed as productive.	Upper Ganges ...	2,77,588	2,68,345	1,99,405	26,834	38,506	7,50,678
	Lower Ganges .	9,88,318	8,92,450	7,90,903	9,13,674	16,12,891	51,54,176
	Agra	55,737	1,01,352	1,82,559	25,437	97,367	5,22,452
	Eastern Jumna ..	65,134	68,896	87,512	39,354	12,496	2,73,392
Irrigation and navigation works not classed as productive.	Dún	246	84	— 490	431	—419	—148
	Rohilkhand and Bijnor,	27,523	37,555	16,198	3,574	7,520	92,370
	Bundelkhand Irrigation Works.	...	...	...	—252	—266	—518
	Bundelkhand Irrigation Survey.	251	242	263	228	231	1,215
	Sardah Canal Survey,	1,344	447	2,416	1,377	—181	5,403
	Cawnpore Branch Extension Survey.	11,605	29,656	15,945	—460	..	56,746
Famine relief and insurance.	Betwa ...	8,95,673	11,65,761	8,67,789	5,68,240	1,40,706	36,38,169
	Total ...	23,23,419	20,24,788	20,58,500	15,78,437	19,08,791	1,05,93,935

The heaviest outlay occurred in 1883-84, when the construction of new works was carried on over a larger area, and each

canal contributed to the general result. In the following year the expenditure on the Lower Ganges and Betwa Canals fell off, owing to the works having reached a more advanced stage. On the Ganges Canals the falling off was due to the suspension of work at the Maiapur regulator. In the fourth year there was a general curtailment of expenditure in order that the aqueduct works at Nadrai might be supplied with funds. In 1886-87 the last mentioned work absorbed 83 per cent. of the year's allotment.

The following table shows the progress made during the past five years in extending the canal systems :—

Mileage of channels, 1881-82 *and* 1886-87.

Canals.	1881-82.				1886-87.				Increase during five years.
	Main canal, branches, and navigation channels.	Distributaries.	Escapes and drainage cuts.	Total.	Main canal, branches, and navigation channels.	Distributaries.	Escapes and drainage cuts.	Total.	
Upper Ganges Canal.	460	2,543	900	3,903	460	2,556	956	3,972	69
Lower ditto ...	531	1,623	252	2,406	564	2,014	385	2,963	557
Agra Canal ...	165	348	20	533	165	521	53	739	206
Eastern Jumna Canal	130	618	292	1,040	130	640	339	1,109	69
Betwa Canal ...	...	...	...	...	167	177	19	363	363
Minor canals ...	20	397	...	417	20	441	6	467	50
Total ...	1,306	5,529	1,464	8,299	1,506	6,349	1,758	9,613	1,314
	Increase during the five years.				200	820	294	1,314	

The total length of channels in use on the 1st April, 1887, was 9,613 miles, showing an increase of 1,314 miles as compared with the length in use on the same date in 1882. Under main canals and branches there is an increase of 200 miles, of which 167 miles is due to the opening of the Betwa Canal and 33 miles to the completion of the new branches of the Lower Ganges Canal. The increase under distributaries is no less than 820 miles, of which the Lower Ganges Canal contributes 391 miles, the Agra Canal 173 miles, and the Betwa Canal 177 miles. On the Agra Canal the effect of the extension of distributaries has been very marked in keeping up the figures of irrigated areas even in the very wet year of 1886-87. In seasons of drought it will admit of the water available being economically distributed over a much larger area than was formerly possible.

The following statement compares the capital outlay with the revenue receipts, and furnishes other statistics of general interest:—

Year.	*Capital outlay under all heads, including Betwa Canal (protective).*		Number of villages irrigating.	Area irrigated by canals.	Value of crops raised with canal water.	*Revenue receipts.*			Revenue charges—working expenses.	Net revenue.	Percentage on capital, including that expended on Betwa.
	During year.	To end of year.				Water-rates and miscellaneous receipts.	Share of enhancement of land-revenue.	Total.			
	Rs.	Rs.	No	Acres.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	
1882-83	14,27,746	6,76,33,960	8,769	1,974,175	6,42,61,520	55,09,552	9,49,631	64,59,183	21,58,131	43,01,052	6·36
1883-84	14,59,027	6,90,92,987	9,084	2,207,674	6,41,44,211	63,01,105	9,49,631	72,50,736	22,27,581	50,23,155	7·33
1884-85	11,90,711	7,02,83,698	8,227	1,617,304	4,49,52,406	47,07,246	9,49,631	56,56,877	25,28,108	31,28,769	4·45
1885-86	10,10,197 38,75,580	7,51,49,595	8,274	1,709,676	4,97,91,920	50,83,385	9,49,631	60,33,016	24,88,393	35,44,623	4·72
1886-87	19,08,791	7,70,58,386	8,846	1,363,815	4,44,17,015	41,83,815	9,57,155	51,40,979	25,64,096	25,76,874	3·36

Under capital is entered expenditure on the Betwa Canal (not classed as a productive work), the yearly outlay on which is shown in the margin. Consequently, as a test for determining the profits accruing to Government from canals, these figures give a less favourable view than is warranted by actual circumstances. Due allowance must also be made for the fact that many of the works are comparatively new and their irrigation not fully developed. In 1883-84, a year of severe drought, the gross revenue amounted to Rs. 72,50,736, and yielded an interest of 733 on the capital. This was succeeded by three years of unusually heavy rainfall, which caused a marked falling off in the revenue; only in one year, 1886-87, did the net profits fall below the interest charges. The last time this occurred was in 1879-80, but the year which closed this quinquennial period stands by itself, for the very peculiarly favourable conditions under which the rabi crops were brought to maturity *without the aid of canal* or *well irrigation*. Under such circumstances it is a matter for surprise that the falling off was not greater than it is. Fluctuations in these returns, depending on the nature of

	Rs.
Up to end of 1881-82 ...	3,78,217
1882-83 ...	8,95,673
1883-84 ...	11,65,761
1884-85 ...	8,67,789
1885-86 ...	5,68,240
1886-87 ...	1,40,706
Total ...	40,16,286

the season, must be expected in the future as they have occurred in the past; but observation has shown in the case of the Eastern Jumna Canal that, in proportion as these undertakings become a more fixed and more permanent institution in the country, the fluctuation become less and less marked.

During the five years close on nine millions of acres have been irrigated by canals in these Provinces, the yearly average being 1,800,000 acres. Omitting 1886-87, which was exceptionally unfavourable to all irrigation operations, the mean comes to nearly 1,900,000 acres. The highest area reached was in 1883-84, when over 2¼ millions of acres were watered. The administration of the canal system in these Provinces, perhaps the largest system in the world, was throughout this period in the hands of Colonel J. G. Forbes, R.E., whose skill and great experience in this important branch of public works have been extremely valuable to the Government.

The primary object of all canals is to serve as a prophylactic against famine and drought, and in that capacity their value is indisputable; but in these Provinces it is seen that, taking one year with another, they also yield a margin of profit which fairly entitles these works to rank as "productive."

CHAPTER II

FINANCE.

THE financial position of the North-Western Provinces and Oudh during the five years from 1882-83 to 1886-87, inclusive, was based upon the contract which was drawn up and agreed to by the Provincial and Imperial Governments towards the close of 1881-82.

Looking first at the receipt side: this contract secured to the Provinces one-half of the revenue from Stamps, Excise, Assessed Taxes, Forests, and Registration: a fixed percentage (25·4542) of Land-revenue: and the entire income of all other departments concerned.* The grand total was estimated (including contributions) at Rs. 3,67,63,000: *viz.*, Rs. 3,08,42,000 Provincial (the real basis of the contract)

* Tarái and Bhábar estates.
Provincial rates.
Law and Justice.
Police.
Education.
Medical.
Scientific and other Departments.
Interest (limited).
Superannuation.
Stationery and Printing.
Miscellaneous.
State Railways.
Irrigation.
Public Works Department.

and Rs. 59,21,000 Local. The actual figures—except in so far as those for the past year (1886-87) are still open to modification—were as under:—

	Imperial.	Provincial.	Local.	Total of Provincial and Local.	Grand total (Imperial, Provincial, and Local).
	Rs.	Rs.	Rs.	Rs.	Rs.
1882-83 ...	5,47,68,000	4,36,93,000	67,41,000	5,04,34,000	10,52,02,000
1883-84 ...	5,85,07,000	4,39,63,000	76,77,000	5,16,40,000	11,01,47,000
1884-85 ...	5,38,92,000	4,09,67,000	75,87,000	4,85,54,000	11,24,46,000
1885-86 ...	5,29,58,000	3,82,78,000	75,18,000	4,57,96,000	9,87,54,000
1886-87 ...	*5,22,07,000	3,85,61,000	73,75,000	4,59,36,000	9,81,43,000
Average figures for the five years.	5,44,66,000	4,10,92,000	73,79,000	4,83,72,000	10,49,38,000

It will be seen from the above statement that the average income exceeded the contract figures (*i.e.*, Provincial and Local) by the following amounts:—

Provincial.	*Local.*	*Total.*
Rs.	Rs.	Rs.
1,02,50,000	14,58,000	1,17,08,000

But these figures include the opening balances—which stood at Rs. 1,15,89,000 (Rs. 1,13,54,000 being Provincial) at the beginning of the contract, and which appear (subject to adjustment) at Rs. 46,17,000 at the close of 1886-87. Omitting these balances—which do not belong to current transactions, and which were not taken account of in framing the contract—the average figures are as under:—

Provincial.	*Local.*	*Total.*
Rs.	Rs.	Rs.
3,31,80,000	71,44,000	4,03,24,000

These figures show an increase of Rs. 23,38,000 Provincial and Rs. 12,23,000 Local. The increase in Local is due to contributions from Provincial, to make up the deficit that annually accrues under Local—mainly in the Public Works Department, but partly also in the Education and Medical Departments owing to re-distribution.

Looking at the Provincial figures—of which alone the contract takes cognizance—the largest item is that of *Land-revenue:* and the average amount credited under this head (after allowing for adjustments) was Rs. 1,48,81,000, a sum very closely approximating to the Rs. 1,48,74,000 assumed at the contract. The

* Exclusive of figures under Imperial State Railways (not yet available).

main increases were in Stamps, Excise, Forests, Miscellaneous, Railways, and Irrigation.* In *Stamps*, the Provincial share averaged Rs. 30,50,000 (including record fund receipts, which were transferred to this head in 1885-86) against the contract basis of Rs. 28,50,000: an increase of two lakhs per annum. In *Excise*, where the assumed total was Rs. 19,15,000, the average revenue amounted to Rs. 26,32,000, an increase of Rs. 7,17,000 per annum over the contract allowance. Under *Forests* the figures of the five years show an average income of Rs. 7,23,000 against the Rs. 4,97,000 assumed at the contract: an increase of Rs. 2,26,000 per annum—partly reduced, however (*infra*), by increased expenditure. The figures under the major head *Miscellaneous* show an average of Rs. 3,11,000 against the Rs. 2,17,000 of the contract figures: giving an annual increase of Rs. 94,000. Under *State Railways* (that is, the working of completed provincial lines) the five years' average revenue was Rs. 9,44,000, against the contract basis of Rs. 5,15,000: a large increase, but partly counteracted by the considerable rise in working expenses noted below. The contract assumed under *Irrigation* (all heads) a total revenue of Rs. 46,57,000; but the average receipts were Rs. 52,81,000,† a rise of Rs. 6,24,000 per annum: counteracted so far, on the one hand, by a considerable increase in expenditure, and largely reduced, on the other hand, by the break-down of the Nadrai aqueduct in 1885-86. The increases specified above aggregate Rs. 22,90,000; and this amount, with due allowance for minor differences, closely approximates to the Rs. 22,37,000 shown above as the average provincial increase in revenue.

Head.	*Average increase.* Rs.
* Stamps ...	2,00,000
Excise ...	7,17,000
Forests ...	2,26,000
Miscellaneous	94,000
Railways ...	4,29,000
Irrigation ...	6,24,000

	Rs.
† 1882-83 ...	54,24,000
1883-84 ...	54,85,000
1884-85 ...	63,45,000
1885-86 ...	45,11,000
1886-87 ...	46,39,000

In the matter of expenditure, omitting Imperial items and the Rs. 1,05,55,000 of capital expenditure on railways, but including contributions, the main figures were as under:—

	Provincial.	*Local.*	*Total of Provincial and Local.*
	Rs.	Rs.	Rs.
Basis of contract ...	... 3,03,25,000	58,24,000	3,61,49,000
1882-83	... 3,31,63,000	65,01,000	3,96,64,000
1883-84	... 3,70,10,000	74,17,000	4,44,27,000
1884-85	... 3,47,04,000	72,95,000	4,19,99,000
1885-86	... 3,38,16,000	73,80,000	4,11,96,000
1886-87	... 3,41,07,000	72,14,000	4,13,21,000
Average of five years from 1882-83 to 1886-87, inclusive.	3,45,60,000	71,61,000	4,17,21,000
The excess per annum thus averaged,	42,35,000	13,37,000	55,72,000.

The excess under *Local* corresponds to the increased revenue under that head provided by provincial funds. Under *Provincial* the following items in the credit and debit sides (only those of over Rs. 50,000 are given) account for the large average increase—the total of which is about Rs. 16,65,000: to which must be added the Rs. 25,70,000 of surplus, in order to work up to the Rs. 42,35,000 :—

Plus.		*Minus.*	
	Rs.		Rs.
Administration ...	66,000	Education	4,54,000
Law and Justice ...	90,000	Medical	1,96,000
Police	90,000	Refund	52,000
Superannuations ...	2,10 000	Miscellaneous items ...	54,000
Railways	2,28,000		
Miscellaneous	3,94,000		
Interest	57,000		
Public Works Department,	1,21,000		
Contributions	10,15,000		
Miscellaneous items ...	1,50,000		
Total ...	24,21,000	Total ...	7,56,000

As regards the decreases: in the Educational and Medical Departments (the two main items) the result is wholly due to the change in classification—the decrease in Provincial and the increase in Local being the immediate results of this change, which was made subsequent to the contract arrangements. The main figures are the following :—

	Rs.
Educational grant as per contract (Provincial) ...	8,19,000
Estimated local expenditure on Education ...	8,28,000
Total ...	16,47,000
Average total expenditure during the five years ...	17,08,000
Excess expenditure ...	61,000
Medical grant as per contract (Provincial) ...	8,35,000
Estimated local expenditure on Medical	1,17,000
Total ...	9,52,000
Average total expenditure during the five years ...	10,90,000
Excess expenditure ...	1,38,000

The increases may be divided into two classes. In the first (or remunerative) class come the following items :—

	Rs.
Railways	2,28,000
Irrigation	3,94,000
Interest	57,000

The interest charges belong to both the preceding heads, but mainly to Irrigation. The *Railway* receipts *(supra)* exceeded the contract sum by Rs. 4,29,000 per annum: so that the charges, notwithstanding their increase, left a large surplus of profit. So in *Irrigation:* where the rise in receipts was Rs. 6,24,000 per annum,

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and the net result an average improvement of Rs. 2,30,000 per annum.

The other increases fall into the second (or unremunerative) class. The item of *Contributions* comes first, with an annual average of Rs. 10,15,000. This is the amount (over and above the Rs. 5,17,000 allowed for in the contract) contributed by Provincial to Local—mainly in the Departments of Public Works, Education, and Medical; it represents chiefly the large additional sum entrusted to the district boards for expenditure on local public works, which explains to a great extent the excess over the contract allowance.

In the case of *Superannuation* the excess was the result of increasing pensionary claims—chiefly in the Police Department. The heavy charges connected with this item compelled the Government to issue orders requiring a reference to head-quarters in all cases save those immediately controlled by the Inspector-General of Police; and the result aimed at has been to a considerable extent secured. The Public Works charges were enlarged by the special grants made from time to time to meet special or unforeseen objects of provincial importance. In *Police, Law and Justice,* and *Administration* the increasing demands upon all departments for improvements of establishment, of working machinery, and of the administration generally, account for the considerable rise in cost.

It has been remarked that a large sum (over a crore of rupees) was spent, during the five years under consideration, on railway construction: this subject has been fully dealt with in the Public Works chapter. The money thus expended came mainly from the provincial balances. These amounted, at the opening of 1882-83, to 133½ lakhs: the sum at credit, at the close of 1886-87, was 44½ lakhs. Thus 89 lakhs—of the 105½ expended on railways—came from past balances; the remainder was the result of economical administration of the current provincial finances during the five years' term.

On the whole, it may be concluded that the term was one of great financial prosperity; that money was freely spent on profitable and advantageous projects; and that the large provincial balances were usefully expended on works of improvement and progress. Conceding 10 lakhs per annum to the Imperial Government, the United Provinces entered at the close of 1886-87 on the new contract with a steadily increasing revenue, a clearly defined expenditure, and a balance at credit of 44½ lakhs of rupees.

CHAPTER III.

LOCAL SELF-GOVERNMENT IN TOWNS AND DISTRICTS.

'THE subject of local self-government in its newer phase was first mooted in the year 1881-82; and eight resolutions, covering the scope of the rights and duties of the revised committees (district and municipal) were issued. The orders of the Government of India of 18th May, 1882, constituted, however, a new departure; and the first step taken was to call for opinions on the more important questions from the district and divisional officers and from representatives of the native community. The reports and replies thus obtained were laid before a provincial committee, constituted for the purpose of advising the Government on the best ways and means for giving effect to the instructions of the Supreme Government. The committee's exhaustive report traversed the entire ground of the discussion; and it was followed by a Resolution (of the 5th December, 1882) in which the Lieutenant-Governor and Chief Commissioner expressed his views on such leading points as the introduction of the elective system into all municipalities, the territorial jurisdiction of district boards, the constitution of such boards by nomination of the electoral body, and the appointment or election of chairmen in towns and districts.

Early in the year 1883-84 the Bills for the constitution of the new boards, local and municipal, were received from the Legislative Department. These Bills were based almost entirely on the conclusions of this Government as embodied in the Resolution of 5th December, 1882; they were subjected to careful scrutiny by a provincial committee specially appointed to consider and discuss their provisions; and eventually they became law, under the titles of Acts XIV and XV of 1883, on the 1st of November, 1883. The necessary preliminary steps for introducing the Acts and for bringing their provisions into working order were then taken; and the following remarks will explain what was done in this respect.

The Municipal Act (XV of 1883*).*—First, as regards the Municipal Act. On the 18th of October, 1883, preliminary report was called for as to the advisability of taking action on section 5 (*b*)—by declaring that the provisions of the Act were

unsuited to any existing municipality—or on section 78, by exempting any municipality from the provisions regarding election. By the close of January, 1884, formal orders were issued applying the Act to all existing municipalities of the North-Western Provinces and Oudh, except those marginally noted, where, for special reasons, its introduction was considered to be for the present inexpedient. Of the 108 existing municipalities, 102 were thus brought under the operation of Act XV of 1883.

Naini Tal.	Kunch.
Lalitpur.	Kálpi.
Orai.	Jhánsi.

Each municipality was requested to submit, for the consideration of the Government, its proposals on the various points specified in section 9 of the Act; after full discussion by the presidents and members of the existing committees, in conjunction with the more intelligent and influential residents. These points were, briefly,—division into wards; numerical representation of wards; class representation; qualifications of voters and candidates; registration of electors; nomination of candidates; time of election; method of recording votes; procedure on equality of votes; filling of casual vacancies; election petitions; penalties, &c. In regard to the question whether certain towns should be exempted from the provisions regarding election of members, it was decided to bring fully under the Act 95 municipalities, while five were partially and six wholly exempted from its provisions.

The municipal elections were all but completed by November, 1885. The new boards then proceeded to elect their chairmen; and as this was the last preliminary stage, the boards had by this time fulfilled all the constituent provisions of Act XV of 1883, and were completely organized in working order by the middle of 1884-85.

The results of the elections were published in a Resolution which was issued by the Government on the subject. A short sketch of these results is herewith subjoined. It may be premised that the main constitutional differences between the former municipal committees under the Act of 1873 and the boards thus established were—(*a*) the more extended system of election of members of boards; and (*b*) the proportionate extension of independent representation on each board.

Under Act XV of 1873 the elections had attracted but slight interest, nor was an immediate change in this respect anticipated

from the introduction of the new Act; while it was natural and to a great degree advisable, that those who had taken leading parts in the old committees, and the chief persons of the town whose right to represent their section of the community would be usually undisputed, should be nominated as candidates for the first memberships. It could not be expected—while election, canvassing, and contests are novelties, and imply personal exertions of a kind to which people in India are not much disposed—that persons of influence and position should at first be very ready to put themselves into nomination, or that the best men would come forward as candidates (except in the chief cities) without the invitation and encouragement of the officers of Government. But if the result of the elections has generally been to give the principal towns strong, capable, and fairly representative boards, the fact that many of the members were elected without contest is immaterial.

The number of electors registered in the municipalities that were entirely brought under the new Act, and the number who exercised the right of voting at the first election, class by class, were as under: In the six municipalities of the 1st class the figures showed—

Number of registered electors	16,480
Ditto electors who voted	4,156

that is, in these towns only 25 per cent. of the electors voted. This is to be explained chiefly by the fact that while in all six towns there were contested elections, in some wards of each town there was no contest. When the valid nominations for a ward were equal to, or fell short of, the number of vacancies, there was no contest for the ward, and consequently no voting.

The following statement summarises the results in the remaining three classes in towns where a contest occurred:—

Class.	*Number of towns.*	*Number of electors.*	*Number who voted.*	*Percentage of* (4) *to* (3).
(1)	(2)	(3)	(4)	(5)
II	11	7,624	4,608	60
III	28	11,446	6,539	60
IV	14	3,450	2,218	63

In six towns of class II, 16 of class III, and 16 of class IV, the elections were not contested: the figures have therefore been omitted.

Summing up: out of 97 municipalities there was a contest in 59, and in those 59 towns the results of the elections were as under:—

Number of electors	... 39,090
Ditto who voted	... 17,520

The percentage of electors who actually voted at contested elections was thus about 45. In the whole 97 towns the total number of registered electors was 51,151: so that about 34 per cent. of them came forward to vote.

Coming next to a comparison of local representation on the municipal boards, (*a*) as it stood under the old Act, and (*b*) stands under the new, the following tables summarize the salient points of difference:—

		Under the old Act.	*Under the new Act.*
I.	Total number of municipalities ...	107	108
	Number of municipalities where members were or are wholly appointed ...	35	11
	Number of "elective" municipalities ...	72	97

The 97 elective municipalities under Act XV of 1883 must be taken as the basis of comparison. The figures for these were as under:—

		Under the old Act.	*Under the new Act.*
II.	Number of elected members ...	639	1,214
	Ditto appointed ditto ...	772	171
	Total number of members ...	1,412	1,385

It will be seen from table I above that the privilege of election was conferred under the new Act on 25 municipalities which did not possess it under the former law. Moreover, many of the 72 municipalities under Act XV of 1873 elected only a certain number of their members, and the appointed members (nominated and *ex-officio*) often constituted a large proportion of the whole committee. This explains why, as is shown in table II, the elected members in these 97 towns under the new Act exceeded those under the old by 575, or about 90 per cent.: the proportion was very nearly 2 to 1. The totals of elected and appointed members stood to each other approximately in the following ratios:—

	Elected.		*Appointed.*
(*a*) Under the old Act	45	to	55
(*b*) Ditto new do.	88	,,	13

Under the Act the proportion may be 75 to 25: as a matter of fact, it was 88 to 13.

Looking next at the election of chairmen by the new municipal boards, and taking the 97 municipalities as the basis, the following were the results:—

(*a*) In 6 municipalities the chairmen were appointed by Government.

(*b*) In 71 municipalities the District Magistrate was elected chairman.

(*c*) In 20 municipalities persons other than the District Magistrate (usually officials) were elected to the chair.

It may be concluded that the results, as summarized above, are not unsatisfactory, and that, on the whole, they fulfil any reasonable expectation that might have been formed of the experiment—at the initiatory stage. Hitherto the improvement of towns that has been steadily going on for many years past has been chiefly due to the very effective exertions and the example of the district officers. It is only in accordance with the ordinary course of affairs in all progressive countries, where the towns have been placed under any kind of independent administration, that the Government should have now required the leading inhabitants of the towns of India to take their share of the increasing cost and trouble of managing municipal concerns, and of providing for the public health, comfort, and convenience upon a scale commensurate with the general advancement and growing needs of the people. But it follows that unless, at the same time, larger powers and more direct responsibilities are vested in the non-official representatives of the community, they can scarcely be required to undertake duties and functions of this onerous nature. It is, generally speaking, with these objects and motives that the system of local self-government has been revised and set on foot in these Provinces; and it seems reasonable to believe that it has begun well, and that the principles on which it has been founded will extend and gradually establish themselves.

The question of the inclusion of cantonments in, or their exclusion from, the limits of municipalities constituted under Act XV of 1883 was found to be one of considerable difficulty. Each case was taken up and discussed on its merits, the views of the cantonment and municipal authorities and of the civil officers having been obtained; and proper arrangements for excluding

the cantonments from municipal limits, while the collection of taxes is to be managed by a joint committee, were eventually made.

The questions (1) of municipal police, and (2) of the "agreement" as to the application of a portion of the municipal fund to the support of intra-municipal educational and medical institutions, underwent some discussion before settlement. After consultation on the first subject with the municipalities, they were eventually divided into three classes; and it was arranged (1) that in cases where the relief given on account of police charges taken over by the Government exceeded the percentage charges for intra-municipal schools and dispensaries, the excess should be remitted, the additional cost being borne by provincial funds; and (2) that where the percentage charges exceeded the police relief, the municipalities concerned should only be held liable to the extent of the lesser sum. The only exceptions to the former ruling were Lucknow and Benares, and a special arrangement was eventually come to in both these cases. The general result —when the agreements had been accepted—was a relief to municipal, at the expense of provincial, revenues of about half a lakh of rupees per annum: exclusive of the usufruct of intra-municipal nazúl property (estimated at an annual value of about Rs. 1,00,000) which the municipalities were permitted to retain under the conditions previously obtaining. A final statement was issued later on, showing in detail the contribution due from each municipality. The remission on account of police charges was deducted from the municipal budgets of 1884-85 (in which they had first been shown); and the amounts due under the agreements took for the future the form (as a matter of convenience in accounts) of contributions to the district boards concerned.

In regard to the chairmanship of the boards, the general principle laid down was that election should, except in special cases, be the recognized procedure: and eventually it was decided that in six cases only was it necessary for the Government to take action under proviso (*b*) attached to section 18 of the Act. In Allahabad, Lucknow, Benares, Agra, Bareilly, and Moradabad, the district officer was appointed by Government to the chairmanship of the new board in virtue of his office.

A specimen draft of rules for regulating the system of election and representation was drawn up, based on those in force in,

and proposed for, some of the larger towns, but arranged in the form and sequence of section 9 of the Act. After circulation of the draft to all municipalities, it appeared that the only important points on which differences of opinion were found to exist were as to (1) the number of representatives to be assigned to each ward, and (2) the qualifications of electors and candidates. In regard to the former, divisibility by 3—to allow of retirement by rotation and to be in keeping with the three years' term fixed by Government under section 11—was held to be essential. In regard to the latter, municipalities were divided into four classes, according to population; and the qualifications to vote at elections were fixed upon the scale subjoined :—

	Income of—	*House rating of—*	*Municipal taxation of—*
	Rs.	Rs.	Rs. a.
Class I.—(Over Rs. 1,00,000) ...	500	60	5 0
„ II.—(Do. „ 30,000) ...	300	36	3 0
„ III.—(Do. „ 12,000) ...	200	24	2 0
„ IV.—(Under „ 12,000) ...	120	12	1 8

The general standard of qualification for the candidates was taken as three times that required for the elector. Each set of proposals had to be determined on its own merits, after publication of the draft and local discussion, until at last the rules were finally notified in the *Gazette*. Other rules required or permitted by the Act, for regulating the internal proceedings of the boards, their powers and general constitution, were from time to time prepared and published.

The Local Boards Act (XIV of 1883*).*—Next, as regards district and local boards. Act XIV of 1883 received the assent of the Governor-General on the 14th September, 1883, and came into force on the 1st November, 1883. Prior to the latter date, a resolution was issued, on the general provisions of the Act, taking up most of the important preliminary points. Among other matters it was decided that while the Kumaun, Garhwál, Tarái, Jhánsi, and Lalitpur districts should be wholly excepted from the Act's operation, the scheduled tracts in Mirzapur and Dehra Dún should be only excepted from the provisions of the Act regarding election. Later on, a statement was drawn up and circulated showing the area, population, proposed number of electors and members, &c., for each district in the North-Western Provinces and Oudh. The governing principle was that the

number of electors per tahsíl should usually vary from 25 to 100, and the number of members from 6 to 12.

It was decided, eventually, that the boards should be constituted by making each tahsíl a sub-district with a separate local board, and that the district board should consist of the aggregate of the local boards: members of the latter being *ipso facto* member of the former, except in certain districts where the district boards were to be representative and to be constituted by the election and nomination of certain members of the local boards to a seat on the central board.

The 1st of April, 1885, was notified as the day on which all local and district boards were to come into existence. On that date the functions of these boards under the Act commenced.

The first elections under under Act XIV, 1883, were held in the early months of 1885; and as the various reports were received, the boards were duly notified in the official *Gazette*. It may be useful in this connection to summarize shortly the objects and scope of the new law, and to give in some detail the results of the first elections.

The principal object of the Act of 1883 was to extend and define the functions of the district committees appointed under the Acts of 1878, and to constitute them upon a more independent basis. Under these earlier Acts the district was unit of local administration, and the entire committee was appointed by the Government; the only condition being that one-half should consist of non-official persons owning or occupying land or residing in the district. The Act of 1883 established boards in every tahsíl or sub-division, make the district board ordinarily an aggregate of the local boards; and, instead of appointing the members, Government now appoints, under the new system, an electoral body varying in number according to the circumstances of each sub-division, which elects from its own list at least three-fourths of the members of the board. The law expressly prescribes that not more than one-fourth of the members shall be directly appointed by the Government; but the first official nominations were much below that proportion. The Acts of 1878 made no special provision for designating the executive head, or chairman, of the district committee; the law of 1883 leaves sub-divisional boards to elect their own chairmen, and permits the district

boards to choose between electing, at a special meeting, its chairman, for the approval of Government, or leaving the appointment to be made by the Government.

In regard to the powers and jurisdiction of the boards: under the former law these were nowhere precisely expressed, while the control of the Government was complete and unlimited. The present law distinctly vests in the boards the exercise of certain powers and functions, and defines the official control by prescribing certain limits and a formal procedure to be observed in exercising it. The boards are now so constituted that they can, if they choose, establish and develop a position of influence and practical importance in their districts.

It was decided that the time had not yet come for district boards to be authorized to levy fresh rates or taxes for the purposes of their local administration; and in lieu thereof certain local funds and heads of miscellaneous receipts, supplemented by the balance of local rates available—and by provincial assignments, where (as in most cases) this was necessary—were made over to them. In this way the financial question, which was one of some difficulty, was eventually settled.

The constitution of the new boards, briefly described, is this. Each tahsíl or sub-district is represented by an electoral body, of which the number may not be less than twenty-five or more than one hundred, and which elects out of its number a local board for the sub-district. The electoral body is chosen upon the plan adopted, after much discussion, by the Resolution of this Government of 5th May, 1882, as explained in the following extract:—

"The only comprehensive plan that can be laid down at the first introduction of the system is to determine, with reference to the area, revenue and tenures, population, wealth, and to other conditions and special features of each sub-division, how many persons, not being salaried officers of the Government, would fairly represent its inhabitants and interests. The district officer must then be empowered to prepare in each district the measure that may be most convenient and appropriate to its circumstances and peculiarities, for ascertaining how many suitable persons are available in its sub-divisions, and how they can best be chosen. The proceedings taken will be reported to the Government, and the lists of electors that are drawn up will be duly placed on record. As soon as the lists are complete, the electors will be asked to return from among their own body, by such method as may seem appropriate or necessary, the members of the sub-divisional board, who will hold office for a term of three years. All Honorary Magistrates will *ex-officio* be members of the electoral body for the sub-division in which they exercise jurisdiction; and for the head-quarters

sub-division of the district the nomination will usually include a larger number of residents of property and influence than for the outlying sub-divisions. As a general rule, the electors should be residents of the sub-divisions for which they have a vote; but exceptions will be allowed, since residence is not necessarily a condition of interest in, and knowledge of, a locality, and the possession of certain amount of landed property or of a place of business in a sub-division should qualify a person otherwise suitable.

Taking the Provinces as a whole, and looking at the figures from the standpoint of electors, voters, and members, it appears that according to the first lists—which are still practically in force—the registered electors numbered 13,080. The maximum number of electors, if one hundred had been appointed for each sub-district, would have been 20,600: the minimum—if twenty-five only had been appointed—5,140. The actual number was thus over 63 per cent. of the possible maximum, while it was two and-a-half times greater than the minimum; and since it was not necessary at the beginning to nominate everywhere the total number permissible, while it was expedient that the first elections should be carefully made, there seemed to be no reason for dissatisfaction with the proportionate number of representatives that these returns bring out.

Of the 13,080 electors, the returns showed that 9,418 appeared and recorded votes at the first election: that is, 72 per cent. of the elective body exercised the privilege of franchise. The figures for the North-Western Provinces and Oudh, respectively, were as under:—

North-Western Provinces...10,320 electors; 7,415 voters, *i.e.*, 71·9 per cent.
Oudh ... ... 2,760 ditto; 2,003 do., *i.e.*, 72·6 ditto.

The North-Western Provinces electors stood to the Oudh electors as 3·74 to 1: the voting body as 3·71 to 1. The elected members in the North-Western Provinces numbered 1,050, to 285 in Oudh: here the proportion is 3·69 to 1. The three ratios, it will be observed, are almost identical. The two Provinces are thus practically on a level. It may be noted that the Rae Bareli Division showed the largest percentage of registered electors (84) who exercised the privilege of voting: followed by Allahabad (77), Rohilkhand and Fyzabad (71 each), Agra (70), Meerut (68), and Lucknow (65).

The elected members were 1,335 in number; the average number for all districts being 30. The appointed members were

228 in number; that is, they stood to the elected members in the proportion of 17 to 100, and constituted about 15 per cent. of the total. Where the District Officer was the chairman of the district board, he became practically an additional appointed member: this brought the total of the appointed members up to 273—or to about 20 per cent. of the elected members, and 17 per cent. of the whole. The Act permits nomination up to 25 per cent. of the whole board.

The appointment of the chairman was left in every case by the boards in the hands of the Government, and in all districts the Magistrate became chairman. There can be no doubt that for some time to come it will be for the public convenience that the executive head of the district shall preside at the central board, since in various matters the proceedings of the subordinate boards, which are supposed to look after sections of the district, will require combination and uniform direction on behalf of the whole district; while in maintaining a continuous and connected supervision over the different engineering works and the medical and educational institutions, the board will be greatly assisted by the Magistrate. The intention of the Act of 1883 is supposed to have been to provide a system under which self-government in the districts might be expanded and strengthened, with safeguards against confusion or miscarriage in the beginning. The Government had for many years been promoting earnestly and successfully, through its district officers, the policy of localizing the management of local funds, and of endeavouring to induce the leading inhabitants of the country to give some personal attention and help towards the improvement of schools, the extension of good communications, and the establishment of medical relief, in their immediate neighbourhood. If, under the system now introduced, more aid and greater attention to these things can be enlisted, such further steps towards local self-government will be exceedingly welcome. Although the Act was not meant to require the immediate and indiscriminate removal of district funds and works from all official control, its aim and chief object were undoubtedly to lay down and develop a plan upon which they could be gradually transferred to the charge of the persons who, by their position, influence, and public spirit, may be found best qualified to undertake the administration of local interests and institutions.

CHAPTER IV.

MUNICIPAL.

THE following table shows the available figures of income and expenditure of municipalities in the North-Western Provinces and Oudh for the five years from 1882-83 to 1886-87, inclusive :—

Year.	*Income (exclusive of balances).*			*Expenditure.*
	Octroi.	Other heads.	Total.	
	Rs.	Rs.	Rs.	Rs.
1882-83	17,53,606	8,48,084	26,01,690	26,13,023
1883-84	17,65,956	9,07,816	26,73,772	27,37,288
1884-85	16,35,772	10,68,154	27,03,926	27,35,872
1885-86	17,07,145	9,87,567	26,94,712	27,38,164
1886-87	18,67,037	10,18,813	28,85,850	28,00,991

Of the expenditure, it may be noted that the amounts spent during the above years on Public Works, Police, Conservancy, Education, and Medical, and the sums contributed to district boards under Act XV of 1885, were as under :—

Year.	Public Works.	Police.	Conservancy.	Medical and vaccination.	Education.	Contribution to district board.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1882-83 ...	7,03,424	5,74,058	3,88,382	83,083	69,220	*Nil.*
1883-84 ...	8,32,364	5,86,355	3,67,822	78,162	78,237	*Nil.*
1884-85 ...	8,27,675	4,21,309	3,76,346	79,002	78,275	1,70,483
1885-86 ...	7,85,060	4,18,926	3,88,064	77,606	96,507	1,64,782
1886-87 ...	8,07,807	3,97,339	4,10,821	78,368	94,310	1,82,418

The most important question in connection with municipal administration is that of octroi taxation. In 1880 it had been found that grain was taxed in excess of the Government standard in 46 municipalities out of the 94 in which octroi was then levied; that unrefined sugar was taxed in excess in 58, refined sugar in 22, and cloth in 45 municipalities. In five instances the quantity of grain taxed exceeded double the maximum Government standard. In eight instances double the Government standard for refined sugar and in 33 instances double the Government standard for unrefined sugar was taxed. In ten instances double the standard for cloth was taxed. On this and such like evidence the Government of

India based (1) its opinion that octroi taxation was still operating to a greater or less extent as an impost on through trade; and (2) its instructions to the Local Government—to the effect that, if experience showed that refunds could not be worked successfully, the octroi both on sugar and other such articles should be abolished wherever the statistics indicated it was largely paid in respect of those commodities by persons living beyond municipal limits.

The Local Government took the measures necessary for introducing the changes required by these orders; and by the year 1881-82 refunds had very largely increased, and considerable improvement had been effected in bringing taxation within proper limits. In sugars and cloth only was there any serious excess over the standard, and measures were taken in respect of the offending municipalities to protect through trade. These measures were explained in detail in the report for the year 1882-83. "The octroi," it is there stated, "has been altogether removed in Shámli, Harduaganj, Newalganj-Mahárájganj, and Háthras; and the propriety of removing it has been suggested to the committees of Agra, Muzaffarnagar, and Kálpi. The duties on sugar have been removed in 12 towns, on ghí in one, on oilseeds in five, on cloth (in whole or in part) in six, and on metals in five. Nearly every town has shown an improvement in the grant of refunds and the other measures for the protection of through trade: and the provincial consumption has approached more nearly to the standards than in any former year, having exceeded them in the case of sugar and cloth only." In the report for the following year (1883-84) mention is made of the abolition of duties on all classes of grain at Muzaffarnagar, a town which had suddenly become a great exporting centre for the wheat trade; of the abolition of cloth duties at Nawábganj, Etah, and Azamgarh; of sugar duties in Bareilly, Pilibhít, Hapur, Kásganj, and Jalesar: also of the total abolition of octroi taxation in the towns of Kálpi, Bela (Partabgarh), Hardoi, Sandi, Bilgram, and Mallawan. It was further stated that the principles of octroi taxation prescribed by the Government of India had been adhered to, and that steps would continue to be taken to give effect to them in particular instances of excess taxation. The names of all the municipalities which had taxed any articles beyond the standard estimate of their proper consumption were set out; and the several boards—which had then been recently re-constituted under the new Municipal

Act (XV of 1883)—were requested in the more serious cases to consider the question of removing particular duties, or of improving generally the administration of the tax.

The report for 1884-85 dwelt more especially on the financial embarrassments in which the efforts of the boards to ensure the free working of the refund system had in several cases resulted. It was shown that, under the rules approved by the Government of India, refunds had frequently to be given on articles which had not paid duty; that in some municipalities certain dutiable articles could not, under existing rules, be made to yield any profit at all; and that in numerous cases it had been necessary for the boards to ask for abolition of the duty on some article of which no one doubted that there was an appreciable local consumption, but on which, as the tax was worked, the municipality paid away in refunds more than it collected. On these grounds, the question of octroi taxation was eventually referred to the Director of Land Records and Agriculture, with instructions to consider it both from the standpoint of general trade and in communication with local authorities, and to bring such reforms as he might consider feasible before the Government for orders. The principal suggestions made by the Director, unfortunately, cannot be regarded as affording a successful solution generally of the refund difficulty. At the same time it is believed that the plan proposed by the Director—of constituting a closed marketplace or *ganj* as a sort of bonded warehouse—may, with necessary modifications, be eventually introduced in other busy trading centres than Sháhjahánpur, where alone, for the present, it is in force. In Meerut, for example, a special market has been built for the accommodation of wholesale dealers, and by an arrangement with the railway authorities a branch line has been brought within the *ganj*. Goods consigned to the *ganj* and entering municipal limits by road are passed in free of duty by special permit, and goods entering by rail are not taxed unless and until they are passed out of the *ganj* for local consumption. The export trade in wheat and other staple commodities is thus protected. Special facilities for this convenient arrangement no doubt existed in Meerut; but, although the bonding system is usually unpopular with traders, the principle may possibly be found capable of adoption elsewhere.

The subject of the equalization of duties is surrounded by many special and local difficulties; and it has been decided that there is the less necessity for raising the question generally, *firstly*, because the present working of the octroi system in these Provinces is free in a great measure from the abuses pointed out in 1880; and *secondly*, because all unnecessary interference with the independence of municipal boards—which are now, in the large cities, very considerable representative bodies, and which have very generally exerted themselves in a loyal and intelligent spirit to conform to the wishes of the Government of India—is to be deprecated.

Regarding municipalities in which the standard of consumption has of late been exceeded in the more important classes of grain, sugar, and cloth, the figures indicate a great improvement on the facts described by the Government of India in 1880. In the majority of the 19 cases (to take the latest fully-available figures—those of 1885-86) of excess in grain, the excess was insignificant, and a reasonable explanation is generally forthcoming. Only four towns exceeded the standard by 25 per cent.—that is taxed $8\frac{3}{4}$ maunds per head in place of the permissible seven maunds. In one only of these four was the consumption as much as 10 maunds: whereas in 1878-79 the grain standard was exceeded in 45 towns, and in five towns double the standard was exceeded. In respect of grain, therefore, the improvement is very marked, and is the more creditable in that the last five years have witnessed a great expansion of the grain trade in these Provinces, involving increased imports into all the large municipalities from the petty towns and rural villages. With regard to sugars: 22 towns are shown in the last returns as having taxed refined sugars and 35 towns as having taxed unrefined sugars, in excess of the standard in 1885-86. In only 15 instances was the total consumption of both kinds of sugar considerably in excess of the combined standard of 33 seers. This number is further reduced to 11, as, on a full consideration of the local circumstances of the four towns indicated by an asterisk, the Government has sanctioned for them a special higher standard.

Ghâziabad.	Benares.*
Khûrja.	Firozabad.
Sikandrabad.	Etâwah.
Koil.	Etah.
Muttra.*	Jaunpur.
Brindaban.*	Kunch.
Agra.*	Nawâbganj.
Sitapur.	

Coming next to cloth, the standard of consumption accepted by Government is Rs. 6 per head for "cloth" alone, or Rs. 7 per head for all the various textile articles coming under class VII

of taxable articles. The standard of Rs. 7 per head was exceeded in 1885-86 by 33 towns. In the majority of cases, however, the excess was trifling; in eight instances only did the actual consumption exceed Rs. 10. The explanations here are generally to the effect that the town is a distributing mart for the adjoining villages; that the duty is less than a full one; and that the exports are for the most part of a retail kind on which refunds are not applied for. It has also been contended that the imports of cloth during 1885-86 were exceptionally large to meet the demand anticipated in a year especially propitious for marriages. As regards the eight municipalities which show a high standard of consumption, it may be remarked that they are all towns which are frequented by strangers and visitors, and which supply the country-side with textile goods through itinerant pedlars and hawkers.

	Rs.	a.	p.
Muzaffarnagar ...	10	2	8
Agra	12	13	6
Etáwah	10	7	1
Tilhar	10	2	5
Pilibhít	10	14	1
Gorakhpur ...	11	7	8
Bahraich	11	13	2
Sultanpur... ...	16	5	1

The detailed examination of all the instances in which the Government standards for the important items of sugar, grain, and cloth were exceeded in 1885-86 leads, therefore, to the conclusion that the principles laid down by the Government of India in 1880 have been sedulously enforced by this Government in municipal administration, and that octroi taxation in these Provinces is now much less open than it formerly was to exception on economic grounds. This conclusion is strengthened by the more general statistics available in respect of the working of the octroi during the last nine years. Refunds have increased from Rs. 80,295 in 1877-78 to Rs. 4,38,977 in 1885-86, showing a proportional increase in the volume of the free trade of the towns. The net incidence of the octroi, as calculated on the figures of the last census, shows no increase; and if allowance be made for the increase in the urban population since the census, it has considerably decreased. During the period under review the general trade of the Province has received an immense stimulus from the extension of railways, abundant harvests, and the prevailing low prices in Europe. That this has not caused a corresponding increase in the octroi revenues of municipalities may fairly be attributed, for the most part, to the care taken to confine this form of taxation within legitimate limits, and to free through trade from all unnecessary interference or restrictions.

CHAPTER V

EDUCATION.

A COMMISSION assembled in 1882, under the orders of the Government of India, to survey and report upon the whole field of education throughout India. The recommendations of this Commission were reviewed in detail in this Government's letter No. $\frac{388E.}{III-3-10}$ of 9th July, 1884, which stated comprehensively the policy advocated by the Lieutenant-Governor. In all material points it coincided with the views expressed by the Government of India in their Resolution No. $\frac{10}{309}$ of October 23rd, 1884, and these views it has since been the aim of this Government to promote and carry out, within the necessary limitations prescribed by financial resources and by the conditions of educational progress that are peculiar to these Provinces. The extent and direction of this progress during the last five years are illustrated by the following figures:—

	1882.	1887.
Students at arts colleges	349	478
Scholars in secondary stage, English	5,612	6,399
Scholars in secondary stage, vernacular... ...	3,803	8,363
Upper primary classes, vernacular	31,360	43,137
B. A. degrees	22	66
M. A. degrees	4	6
Passed entrance examination	190	477
Passed anglo-vernacular middle	247	1,149
Passed vernacular middle	514	1,658

Indigenous education.

In order to ascertain to what extent it might be feasible to bring the indigenous schools within the influence and under the control of the State department, an inquiry was held into their number and character, the classes which attend them, and the subjects which they usually teach. It was found that the schools commonly fell under one of the four following classes: (1) Sanskrit *pátsháláas*; (2) Arabic schools where the Kurán is learnt by rote: (3) *maktabs* for teaching the rudiments of Persian; and (4) Kaithi schools, in which elements of arithmetic are

taught for the purposes of the bazár. All these address themselves to special classes of the population, and owe their existence to the fact that they supply special educational requirements, which cannot be combined with the general form of instruction necessarily adopted in our public schools. To attempt to bring them under the inspection of the officers of the department would affect their essential distinctive character, and might interfere with their support by the classes on whom they depend for pupils. The latest inquiries would show that there are altogether 7,232 institutions of this kind in the Provinces, of which 2,180 convey instruction of a more or less advanced character. Out of a total of nearly 80,000 pupils, more than 28,000 are Muhammadans, among whom those who receive a private education are, in proportion to their total population, more than four times as numerous as among the Hindus.

Code for grant of aid to elementary schools.

It would be easy to underrate the value of an education which, however imperfect when judged by western standards, reaches considerable numbers who are deterred by social or religious considerations from attending the Government schools, and the Lieutenant-Governor entertained much doubt in regard to State interference with a form of instruction which provides for the wants of certain classes, and which, if it were to disappear, the State could hardly restore or replace. In order, however, to provide an organized system by which indigenous schools could, if they wished it, be brought under the supervision and control of the district boards, the Director of Public Instruction drew up, in consultation with the managers of the mission schools in Rohilkhand, a code for the payment of a grant-in-aid to elementary schools in proportion to the results they obtain. The system has been extended to the Rohilkhand, Agra, and Oudh Divisions; but though the rules have been published in both Urdu and Hindi, and are applicable to all private institutions, only the village schools maintained by missionary societies and one considerable Muhammadan school in the neighbourhood of Lucknow have as yet asked for assistance. The subject continued, however, to receive the attention of Government; and further information was called for in the orders on the report on Public Instruction for last year. Of the 57 aided primary schools in the Provinces, nearly all are branches of missionary establishments, and the same code, which has received

the cordial approval of the Board of Education of the American Missionary Society, has already been extended to most of them.

Course of education at primary schools.

The importance of simplifying the course of primary education and of combining with the ordinary instruction in reading, writing, and arithmetic, the elements of such knowledge as may prove of practical use to the pupils in after-life, has not been overlooked. The fixed standards of examination which had been for some time in use in Oudh have been carefully revised and published in a code. In the North-Western Provinces the standards have undergone a similar revision. Native methods of arithmetic and mental calculations, such as may be used in ordinary bazár business, have been introduced; mensuration is taught, and the sanitary primer is in universal use as a reader. A text-book of village accounts will shortly be prescribed for the upper primary classes, and a series of readers, containing such general information as is best adapted to expand the minds of the pupils, is being compiled under the supervision of a committee of native gentlemen.

Inspection of primary schools.

A scheme for the more careful and thorough inspection of the primary schools has been submitted by the Director of Public Instruction. He proposes to reduce about half of the highly-paid Inspectorships which are now held by Europeans in the upper ranks of the graded service, and to substitute in their place an increased number of native Assistant Inspectors on lower salaries. There will be no additional cost to Government, and the new agency is expected to be more efficient and better suited for this class of work than the present. Advantage has been taken of the retirement of the European Assistant Inspector for the Oudh Circle to arrange, with the approval of the Government of India, for the division of his pay among two native Assistant Inspectors. As the senior Inspectors now in the service retire, similar opportunities will occur for strengthening the establishment engaged in inspecting elementary schools in other circles. The difficult work of inspecting the Benares Division has been entrusted with very satisfactory results to a native graduate of the Benares College.

Normal schools.

Plans for the development and regulation of normal teaching were drawn up at a conference which met at Allahabad in August, 1885. The normal schools at Sitapur and Rae Bareli have been concentrated at Lucknow, and provided with a more effective staff and increased accommodation in a building which

may serve as a central establishment for the training of pupil-teachers for the whole of Oudh. There are other normal schools at all the head-quarters of divisions, and nearly 500 candidates are being trained for employment. A manual for the use of teachers has been prepared under the orders of the Department of Public Instruction, and is studied by the pupil-teachers.

Educational tests for appointment to public service.

To the proposal that an education test should be demanded from the village lambardárs, the Board of Revenue advanced objections which appeared to Sir Alfred Lyall to be conclusive, and the idea has been abandoned. In the case, however, of the patwáris or village accountants, the rules which have recently been enacted on the subject of their education provide that they must obtain a certificate of having passed by the higher primary standard before being admitted to the special schools which have been established for their instruction in the peculiar duties of their office. An educational qualification for all appointments in the public service, salaried at Rs. 10 per mensem or upwards, was prescribed ten years ago; and the rules now provide that no one can now be appointed who has not passed by the middle class standard. The result has been a very large increase of the candidates who present themselves for examination.

Scholarships.

All scholarships given by Government, some of which were formerly tenable at zila schools only, are now thrown open to unrestricted public competition, and may be held at any approved institution, whether under Government or aided, the only exception being that the scholarships for pupils in the M. A. classes must be held at the Muir Central College—an exception which must be retained until equally efficient teaching for this standard of education has been provided in other colleges. The local scholarships given by the boards are now very generally awarded on the results of the upper primary examinations, and the new code for regulating the village schools will give effect to the same principle.

Fees at anglo-vernacular schools.

Revised scales of fees for all anglo-vernacular schools were sanctioned by Government in 1886, and have been in operation for more than a year. A distinct preference is given to aided schools over those under Government management, both in the scale of fees and the proportion of scholars which should be admitted free of charge. The minimum rate of fees for the former was fixed at 25 per cent. below the scale prescribed for

Government schools; the managers are permitted to adjust the payments to the means of the scholars, on the condition that the aggregate payments in each section shall be not more than 25 per cent. below what a State school would have charged for the same pupils. The proportion of free scholars has been fixed at a maximum of 5 per cent. in the case of Government, with a proviso that none are to be admitted to the upper primary section, and at 15 per cent. in the case of aided schools. There has been but a small decrease on the number of pupils in the secondary schools consequent on the introduction of the higher scale of fees. The accommodation at zila, tahsíli, and town schools is utilized to the fullest extent, and the boarding-houses are generally crowded. The fee income from zila schools, which in 1884 was Rs. 37,883, rose in 1886 to Rs. 69,895, and is estimated at Rs. 77,754 for the coming year. Besides the increase in the scale of tuition fees the charges for examination of candidates in the middle course have been enhanced, and the receipts from this source have risen within the same period from Rs. 3,570 to Rs. 14,367, leaving a surplus of more than Rs. 2,000 after all the expenses of examination were paid. The great and increasing demand for a sound middle class education is, perhaps, the most prominent feature in the educational history of recent years in these Provinces. Boarding-houses have been attached to all high schools, and are being extended to many tahsíli and town schools. The number of boarders in 1886 was 2,825, of whom a large proportion were self-supporting; that is to say, received neither stipend nor scholarship.

Extensions to secondary education.

In all the extensions which have been given to secondary education, regard has been had to the principle that Government aid should be restricted to those cases where there was distinct evidence of a local demand and of local co-operation. No addition has been made to the number of zila schools which are maintained from public funds, and the Government school at Gorakhpur has been closed and an aided school been substituted in its place, at the instance and under the management of the local committee. Aided schools have in the same way been opened at Azamgarh, Chunár, Kásganj, Orai, Kunch, Jhánsi, Bánda, and Cawnpore; and at Lucknow, a very large school, in which at least two-thirds of the cost is supplied by private liberality, has been established in commemoration of Her Majesty's Jubilee for the advancement of secondary education in that city. It is proposed to give further effect to the same principle by making it a

rule that no contribution shall be made by Government towards the cost of the new buildings which the demand for secondary education will before long make it necessary to add to existing zila schools, unless at least an equal amount is provided by local liberality.

Technical education.

With regard to the introduction of technical education, it seemed to the Lieutenant-Governor that no scheme could be sure of success unless it were founded on practical experience and exact knowledge of the present state and needs of the principal crafts and industries in these Provinces. This information can only be supplied by those who are directly interested in or who have studied the subject, and steps are being taken to obtain it.

Within the last few years three natives of these Provinces have been sent to Cirencester, the greater part of the expense being provided by private generosity. On the occasion of Her Majesty's Jubilee the Taluqdárs of Oudh subscribed an income of Rs. 6,000 per annum for the endowment of a technical school at Lucknow, and set aside a commodious building for its accommodation. Considerable sums have been given as endowments for general education. Rupees 62,500 were raised, chiefly among the natives resident at the station, for the resuscitation of the college classes at Bareilly; the Rája of Bhinga has offered Rs. 20,000 to establish scholarships for students of the Kshattriya caste; Rs. 10,520 has been subscribed for the foundation of Shakespeare scholarships at Benares; more than Rs. 30,000 has been provided by private munificence, to which a large sum has been added by the municipal committee, for the Jubilee school at Lucknow; and a very considerable number of minor subscriptions attests the general and widespread interest which is taken in education by the people of these Provinces.

Conferences.

The question of holding educational conferences has been considered, and instructions have been issued to the Director of Public Instruction that he or his Inspectors should at their discretion invite any officers who can conveniently be spared from their current duties and can usefully join the conferences. A meeting of the officers of the Educational Department was held at Naini Tal in 1887 to consider the question of bodily training at schools. In December, 1886, the managers of aided mission schools discussed in conference the draft code of rules for regulating the distribution of the grant-in-aid. The new

rules for the regulation of grants-in-aid to primary schools, the new scale of fees for Government and aided schools, the draft rules for the distribution of the grant-in-aid to secondary schools, and the rules for regulating the relations of competing schools to one another in the matter of the admission of pupils, have all been drawn up after the fullest discussion with the managers of the schools affected.

Revised scale of fees.

The rules for securing uniformity in the scales of fees levied (1) at Government and (2) at aided schools, and for determining the proportionate number of free pupils admissible at either, effected at the same time a very substantial enhancement on the fees which had previously been charged. The following monthly rates for zila schools were fixed by this Government in 1877:—

	High classes.	*Middle classes.*	*Lower classes.*
	Rs. a. p.	Rs. a. p.	Rs. a. p.
Superior ...	... 1 0 0	0 12 0	0 8 0
Inferior ...	... 0 8 0	0 6 0	0 4 0

The zila schools were classed as superior or inferior with reference to the circumstances of the school and of the people of the town where it was located, and with some unimportant variations made by Inspectors on their own authority, the same rates were in force when the Commission held their inquiry. The enhanced rates introduced for all secondary Government schools last year were—

	High.	*Middle.*	*Upper primary.*	*Lower primary.*
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
Superior ...	2 0 0	1 0 0	0 12 0	0 8 0
Inferior ...	1 8 0	0 12 0	0 8 0	0 6 0

The subject of the fees chargeable in the schools under the control of the local boards is under consideration. The fees at Government colleges could not at present be raised except at the risk of throwing back high education. The object of these schools is to give an English education, and boys are not admitted unless they have passed by the lower primary standard in the vernacular. It will be seen that the increase of charge occurs chiefly in the high and middle classes; in respect to the lower primary classes it is merely nominal. Primary education in the vernacular is practically free throughout the Provinces.

Rules to protect schools from injurious competition.

Rules have been drawn up in conference with the managers of schools that are likely to be brought into competition, and published with the sanction of this Government, providing that a

boy on admission to a secondary English school, Government or aided, shall, except for some sufficient reason to the contrary, remain at the same school till the end of the school year. These rules are intended to guard against the injury to discipline and the lowering of the tone of education which the Commission in paragraph 352 of their report anticipate as the probable results of a too keen competition for pupils. The Government depôt in these Provinces was closed more than a year ago, and the whole of the supply and printing of schoolbooks has been left to private agencies. The minimum salary of Deputy Inspectors has, in accordance with the recommendations of the committee, been raised from Rs. 60 to Rs. 80 per mensem.

Distribution of grants-in-aid.

Rules for the distribution of grants-in-aid have been drafted by the Director of Public Instruction and introduced provisionally, with the sanction of Government, at all anglo-vernacular schools. They have been in operation for a year; the Inspectors have been directed to ascertain and report the effects of their working in the schools in their divisions, and a final code of rules, based on the results of the experience thus obtained, will shortly be submitted. It is provided that in no case should a grant exceed half the actual tuitional expenditure on the school, or the amount which is needed to enable the school with the other sources of income at its command to maintain a sufficiently strong teaching staff for the number of its pupils in each stage. Within these limits the grant will be regulated by taking into consideration—

(1) the average attendance;

(2) the quality of the tuition, discipline, and appliances;

(3) the amount of the expenditure, and the sources from which it can be met.

Education of special classes.

The establishment of institutions for the education of special classes has not been found necessary in these Provinces. In 1886 the attendance of Muhammadans as compared with that of Hindús for every 100 of their respective populations of a school-going age was in the proportion of 9·27 to 6·84 at Government, and of 6·23 to 1·67 at private, places of education; the combined ratio having been 15·5 Muhammadans to 8·51 Hindús at all institutions and in all stages of education. At the university stage the proportion of Hindús to their school-going population was slightly in excess of that contributed by the Muhammadans,

the ratio having been 3·44 to 3·16; but in the secondary stage at Government and aided schools the Muhammadans contributed 3·06 pupils for every 100 of their population of a school-going age, while the Hindús sent only 1·57. In the primary stage their preponderance, though not equally great, was very considerable. The offer by the Rája of Bhinga of Rs. 20,000 for the endowment of scholarships to be held by students of his own caste has already been mentioned, and a private movement has been set on foot at Agra to establish a school and boarding-house where the sons of Chhattri gentlemen may receive an education suited to their habits and requirements. In the backward district of Lalitpur a school has been opened for the benefit of the numerous Bundela families of that neighbourhood, and the Board of Revenue have founded at Agra a school for the education of their wards.

Education of girls.

The returns of pupils at the girls' schools for the last few years indicate slow but steady progress, which, it is satisfactory to find, occurs chiefly in the institutions under private management. The total attendance in 1882 and in 1886, divided between Government and private schools, was as follows:—

	Government.	*Private aided and unaided.*	*Total.*
1882	3,687	5,039	8,726
1886	3,860	6,141	10,001

The most prominent difficulties in the way of the extension of female education are the want of qualified native women for employment as teachers and the want of trained women-Inspectors. Special encouragement has been given, in the hope of removing these obstacles, to the mission schools for the higher education of native girls, and they have been assisted by liberal grants-in-aid both for tuition and for additions to their buildings. The London Mission girls' school at Sigra near Benares, the school for Christian girls at Moradabad under the management of the American Methodist Episcopalian Church Mission, and the Jumna Mission girls' school at Allahabad, are boarding schools, and to the first a normal school is attached. No rules have been laid down for the distribution of the grants-in-aid in these cases, nor could any be enforced with advantage. Each school is treated on its merits, and the assistance given is such as, with the addition of the private resources of the school, will suffice to establish classes. The Government primary schools are

under the management of the local boards, and their future development will depend in a great degree on the success of the aided schools in providing trained women for the work of teaching and supervision. A special scholarship has been given to a Rájput girl, in order to enable her to study up to the middle standard: and other scholarships will be given as soon as suitable candidates are forthcoming. The advantages of employing lady Inspectors have been demonstrated at Lucknow, where the female schools under Miss D'Abreu are in a very flourishing condition, and promise to supply to some extent the demand for trained female teachers.

New legislation unnecessary.

As the Local Self-Government Acts already invest the local boards with the most important of the duties and responsibilities which the Commission desired to see them invested with by legislation, and an attempt to enforce them with greater stringency might prove injurious, by deterring the most competent men from joining institutions which were new and in need of encouragement, no new legislation on this subject has been thought advisable. The policy of conferring extensive powers before there could be any confidence as to the direction in which they would be exercised is doubtful, and it is likely that some such machinery of local educational boards as commended itself to the Commission may in time be developed out of the system of local self-government which has recently been inaugurated.

The Allahabad University.

The very substantial development of high education during the last decade, and the large and increasing demand for it, of which there were many convincing signs, brought into prominence the question of establishing a University at Allahabad, which had first been considered so long ago as 1869. The main outlines of a scheme for giving effect to their recommendations were submitted to the Supreme Government in August, 1886, and, after having received the approval of the Secretary of State, were embodied in an Act of the Legislative Council of the Government of India which became law on September 23rd, 1887. The governing body of the new University consists of a Chancellor, a Vice-Chancellor, and a Senate composed of three classes of Fellows. In the first class are those who hold the appointment *ex-officio*; the members of the second are nominated by the Chancellor; while those of the third will be elected by the Senate, subject to the approval of the Chancellor, and will not exceed in

number those in the second class of Fellows. After full consideration it was decided to be not advisable for the present to entertain a special staff of Professors in connexion with the University, as the effect would be to give to Allahabad a predominance over the affiliated colleges at other places, which would not be likely to advance the interests of education generally. The functions of the University, therefore, will at first be confined to the direction of the methods and aims of instruction, and to the testing of the results attained at the affiliated colleges; of which there are already six in existence, at Allahabad, Lucknow, Benares, Aligarh, Agra, and Bareilly. It has been empowered in the Act to confer degrees in arts and law, and the number of its Faculties may be increased with the previous sanction of the Governor-General in Council, so as to include science, engineering, and medicine. A proposal to entrust to it the direction of the middle class education and examinations will be referred to the consideration of the Senate. The necessary accommodation will be found in the buildings of the Muir College at Allahabad, and its convenient position in respect to a very large tract of country adjacent to these Provinces, where nearly-related languages are spoken, where the upper classes are derived from the same or cognate stocks, and where the cities of the Gangetic plain have always been regarded as the head-quarters of religious and intellectual teaching, justifies the expectation which has been recognized in the appointment of the chiefs of those administrations to be *ex-officio* Fellows, that the new University may eventually include within the range of its influence a very numerous Hindústani-speaking population in the Central Provinces and Rájputána.

Agra College.

At the beginning of 1882, the Government of India communicated an opinion that the college at Agra should be closed, and that its endowment funds should be applied to other educational purposes, whether at Agra or elsewhere in the North-Western Provinces. It had been supposed that the inhabitants of Agra would acquiesce in this arrangement, but the proposal was met, on the contrary, by a strongly-worded protest bearing the signatures of a large number of the most influential citizens; and the Lieutenant-Governor, after having attentively considered the arguments advanced in favour of retention of the college, addressed to the Government of India a remonstrance against

the project of abolishing it. Some stress was laid on the great importance of maintaining a local centre of high education, the want of which in the neighbourhood of Agra was most clearly demonstrated, upon the reasonable claims which were vested by the inhabitants on the fact of 60 years' enjoyment of an endowed college at their city, and upon the general inexpediency of reducing the number of colleges in this part of India.

The Supreme Government, in reply, desired that the college should be made over, as speedily as possible, to the charge of a local board of trustees, to be managed and maintained by them as an aided and not as a State college, for the benefit of the people of Agra and the neighbouring districts. A space of five years was allowed the board in which to place matters on a permanent and satisfactory basis: after which, if this were done, the Government of India promised to confirm the provisional arrangements. The proposals were referred to the Director of Public Instruction, and to a committee of influential residents, on whose recommendations the charge of both the high school and the college was transferred in July, 1883, to a board of trustees consisting of three official members and 46 non-official members: and from this body a managing committee of 10 members was taken for the actual conduct of business. The meetings of the board were half-yearly, of the committee monthly: and the latter body was appointed, under the general control of the trustees, to administer the endowments and other funds; to regulate generally the course of studies; and to have full power of appointment and dismissal in the case of all teachers drawing less than Rs. 100 a month. The income of the college was estimated at Rs. 48,400 per annum; Rs. 22,600 of this being from Gangadhar Shastri's endowment, Rs. 8,000 a grant from the Agra municipality, and Rs. 10,000 a Government grant-in-aid; and it was shown that the full endowment would almost certainly be required for the purposes of the college. A deed of transfer was executed, and rules for the management of the college were drawn up and sanctioned by the Government.

Under the new system of management, the condition of the college rapidly improved, and it reached the position of an efficient and successful institution. After the lapse of four years,

a proposal which is still under the consideration of Government was in August, 1887, submitted by the committee of management for the final confirmation of the transfer provisionally made in 1883. The Director of Public Instruction, through whom the papers were forwarded, pointed out that the trustees had raised a new endowment of Rs. 92,950: and that the fee income had considerably increased. In the school department (the primary section having been abolished) the numbers in the high and middle sections had considerably increased; double the number of pupils qualified at the matriculation in 1887 that had done in 1883: and 20 pupils, to 10 in 1883, passed the departmental examination. In the college department, the number of students reading for a degree had trebled, and those reading for the Calcutta F. A. examination had increased 60 per cent. As respects success of college students at the university examinations, the graduates had increased from 2 to 14, and the passes by the F. A. standard from 4 to 18.

CHAPTER VI.

LAND-REVENUE.

(1) *N.-W. Provinces (Land Records and Agriculture).*

Act XII of 1882.

In the North-Western Provinces the registrar kanúngos were originally paid by the State, while the patwáris (village accountants) and the new class of supervising kanúngos, which was created in 1877 for the purpose of testing and controlling their work, were paid from the proceeds of a cess of 6 per cent. on the land-revenue. By an Act of the Supreme Government, which came into force on April 1st, 1882, the cess was abolished, and the cost of the whole establishment hitherto paid from it transferred to Government; a special allotment of Rs. 24,10,000, which was the amount realized by the cess in the previous year, being made on that account by the Government of India. The avowed object of this measure was to relieve the cultivating classes of the amount demanded from them by the landlords to meet these charges, and copies of a notification fully explaining the change were distributed to every village with the view of warning the tenants that they would not thenceforward be responsible for the

patwári cess; but the real effect of this measure, or the extent to which the remission has benefited the cultivators, is not easily calculable and is still open to question.

Land records' establishment.

In the following year a complete recension of the rules for patwáris and kanúngos was completed, and received the sanction of Government. The printing of the blank forms for village papers and statistical returns, which had hitherto been done under the direction of the Collector of each district separately, was for the first time brought under the control of the department, with the result of a greatly improved uniformity in pattern and size, and a reduction in the expense from Rs. 1,53,000 in 1882-83 to Rs. 65,000 in the present year. A cheap and very effective method of tracing on corrected maps all changes in field boundaries and new cultivation was recommended by the Director, and has now been very generally adopted throughout the Provinces, and the Board of Revenue has in consequence been enabled to dispense with the establishment which they had formerly entertained for the reproduction of village maps. The education of patwáris and their heirs has been withdrawn from the charge of the supervisor kanúngos, and special schools for their education have been opened at the head-quarters of each district. A code of rules has been issued for their instruction in survey and mensuration, the use of the plane-table, arithmetic, and the rules and duties of patwáris, and about three-fourths of their number have already passed the prescribed course. A small fee is charged to each of the pupils, and in the past year the receipts from this source more than covered the expenditure.

The system which was originally introduced in the temporarily-settled districts only has now been extended to every part of the Provinces, and revised establishments, better able to cope with the important work demanded from them, have been sanctioned for Basti, Gorakhpur, Jaunpur, Mirzapur, Gházipur, Bánda, Lalitpur, Benares, Ballia, Allahabad, and Dehra Dún. The efficiency of the staff is in some districts impaired by the low rate of pay, which makes it difficult to command the services of competent men, and a general scheme for re-casting the patwáris' circles and pay throughout the Provinces on the basis of a minimum pay of Rs. 7 per mensem and a maximum area of 1,500 cultivated acres to each circle, has received the approval of Government, and is being gradually introduced.

The pargana-book.

A register known as the pargana-book has been opened at every tahsíl, with the object of collecting and tabulating in a serviceable form all the information that can be obtained regarding the circumstances and conditions of each estate separately. Six pages are allotted to every village, and, besides the permanent statistics, such as total area and the Government demand assessed for the period of settlement, there are entered for each year the totals of the cultivated and irrigated areas, rent demand and collections, rent and ejectment cases, and transfers of the area held under every kind of cultivating right. Officers on tour are required to call for the pargana-book, and carefully scrutinize the entries, investigating the causes of any marked variations in the yearly totals, and recording any fact materially affecting the economic condition of the people that may come to their notice. As soon as sufficient data are collected, it is expected that these entries will serve as a safe basis for the classification of estates according to their agricultural security or insecurity, and they will in any case be of much assistance to the Collector in regulating the collection of the land-revenue in seasons of drought or famine.

Wells for irrigation.

For some years before the commencement of Sir Alfred Lyall's term of office a series of experiments and observations had been made in connexion with the construction of wells for irrigation. In 1882 an additional engineer was placed at the disposal of the Agricultural Department to investigate the subterranean water-supply, the modes of construction and cost of different kinds of wells used in different parts of the Provinces, the area commanded by them, and the cost of irrigating from them. The outcome of these inquiries, together with a report on the experimental construction of wells which had been undertaken at the instance and under the direction of the department on a large scale in the Court of Wards' estate at Awa was published in August, 1883, and contained a large amount of very valuable information both from an administrative and a professional point of view. The result of the experimental wells and of the special inquiries seemed to show that well-construction by the State on a large scale could not, for the present at least, be carried further with any certain prospect of advantage or profit. It was considered more advisable to leave the extension of well irrigation to private enterprise, assisted by loans of public money, and guided where necessary by the professional advice of engineers attached to the

Department of Land Records and Agriculture and the Court of Wards. Sets of dredging apparatus, and an ingenious and useful boring tool which was perfected by Mr. Wilson, the departmental engineer, have been distributed, with men specially trained in their use, and the value of these aids to successful and economical well-sinking has, it is reported, been very widely recognized.

Reclamation of barren lands.

Experiments conducted at the Court of Wards' estate of Awa gave some reason to expect that the barren úsar plains, which abound in the Doab, and the ravines on the banks of large rivers, could, with the assistance of irrigation, be made to yield a large supply of the coarser grasses and firewood. The conclusion drawn from a close inquiry into the prospects—financial and administrative—of acquiring large areas of such lands, and fencing them as Government reserves, was that it would first be desirable to ascertain the result of experiments on a smaller scale. Four plots of land, two near Aligarh and two in the neighbourhood of the Government farm at Cawnpore, have been taken up and fenced; but no definite results have as yet been reported. More recently the Commissioner of Jhánsi has submitted a scheme for reclaiming large areas of land which have been denuded of soil, by the erection of dams to control the surface drainage; and sanction has been accorded to the institution of the experiment in the ensuing cold weather, with the view of ascertaining whether the work can be made financially remunerative, or serve for the employment of famine labour.

Fodder and fuel reserves.

It was found, as the result of a wider investigation into the measures, if any, that should be adopted by Government for providing against mortality among cattle in times of drought, that the grazing area had not been materially reduced within the last 20 years, that it would not be possible to establish large grass reserves except at a prohibitive expense, and that in seasons of drought—when only they would be of use—they would not bear grass unless irrigated with water, which would be more urgently required for the crops on which the people depend for their existence. The complete absence of any control or limitation to the numbers of cattle produced, and the preservation from religious motives of large numbers of useless animals, seemed to justify the conclusion that the chief effect of increasing the area of pasturage would be the multiplication of weak or worn-out animals up to the extreme margin of subsistence, and, consequently, the

indefinite continuation of existing hindrances to improvement of the breed. Measures for enhancing the utility of the grazing reserves attached to the Government forests have been under consideration, and are elsewhere described; and one or two experimental reserves have been taken up along the canals; but it was not thought that any further action on the part of the State was expedient.

Arboriculture.

During the last five years, upwards of 2,000 miles of roadside avenue have been planted out. Special attention has been paid to the profitable disposal of the products, the trees have become a valuable property, and in many districts the receipts exceed the expenditure.

Reh experiments.

The alleged effect of canal-water in promoting the spread of *reh* has formed the subject of careful observations and of minute special experiment in a number of villages selected for the purpose. Maps have been drawn up showing the area and distribution of úsar, and the depth of the subsoil water-level throughout the Provinces.

Farms and gardens.

The experimental station at Cawnpore has been maintained, and a branch has been opened at Meerut with the object of demonstrating the practical advantages of improved methods of cultivation. The services of Mr. Duthie have been transferred to the Government of India, and the Saháranpur Botanical Garden made over to the charge of his assistant. The Horticultural Gardens at Lucknow continue to be managed with efficiency and economy. Sericulture in the Dún, which had been initiated by Government some years ago, has been handed over to private enterprize. The orchard in Kumaun has been of much use as a centre for the distribution of seedlings. A careful inquiry into the condition and prospects of tea cultivation in Kumaun, Garhwál, and the Dún showed that the industry was in a state of extreme depression, chiefly on account of the cessation of the Central Asian demand, and the restrictions placed by the Chinese Government on trade with Thibet, while Chinese tea is admitted free of duty into India. Attention was drawn to the desirability of fostering a home demand, not only for the encouragement of the tea trade, but still more with the object of counteracting the growing taste for spirituous liquors: and shops for the sale of tea in leaf and in infusion were opened under the patronage of Government at Cawnpore and Lucknow.

Crop forecasts and the agricultural association.

The co-operation of the native gentry has been secured in furnishing the necessary information for the forecasts of special crops, such as wheat, cotton, and oil-seeds, which were prepared for the first time in 1885, and in the following year the number of zamíndárs who voluntarily contributed reports to the Director was 434. An agricultural association, with 86 members representing 33 districts, has been formed under the patronage of the Lieutenant-Governor, and met for the first time in April, 1886. Three native gentlemen have been supported at Cirencester by private liberality assisted by contributions from Government, and one of them now discharges efficiently the duties of Assistant Director.

Exhibitions.

A complete and representative collection of artistic and industrial manufactures, and of agricultural produce and implements of the Provinces, was formed by the help of the municipalities and the Inspector-General of Jails, and contributed to the Calcutta Exhibition of 1883-84. Valuable loan collections were added by the leading native gentry, headed by the Nawáb of Rámpur and the Mahárája of Benares. An exhibition of the arts and manufactures of the North-Western Provinces and Oudh was held at Lucknow on December 4th—11th, 1885, and a very large collection of artware, economic products, rough manufactures, specimens of minerals and ethnological exhibits was contributed to the Indian and Colonial Exhibition at London. Liberal grants have been made by Government towards the expense of providing prizes for encouraging the breeding of cattle at the local shows which are held in many of the larger towns, and the popularity of these institutions, where the opportunity is taken of exhibiting the improved machinery in use on the Cawnpore farm, shows a very marked increase.

Provincial museum.

A scheme for promoting industrial arts, which originated with the Government of India in connexion with the Calcutta Exhibition, was referred to this Government for criticism, and examined by the Director of Agriculture and Commerce after consultation with selected officers and certain native gentlemen who took a special interest in the subject. It was again considered at a committee which was held at Calcutta, and at which the department in these Provinces was represented. As a result of their recommendations a provincial museum has been founded at Lucknow, a place which, besides offering other advantages, already possessed a local museum. A commodious building was

provided, funds allotted, and direction entrusted to an influential local committee. The collections, especially of coins and antiquities, have been systematically arranged, under the supervision of a curator appointed for the purpose; and the ornithological collections have been enriched by liberal gifts from Mr. A. O. Hume, Mr. Reid, and others. The number of visitors in 1885 was nearly half a million.

Principles of assessment.

The attention of several successive administrations had been attracted to the very great inconveniences and drawbacks which attended the periodical revisions of the land-revenue demand. Their excessive cost to the State was disproportionate over the whole Province to the gain derived from enhanced revenue, and in some cases the revisions yielded no return at all. The accounts for the last revision in the temporarily-settled districts showed an expenditure of no less than £1,571,693, and there is reason to believe that this was considerably less than the true cost, whereas the total enhancement to the annual revenue demand was only £471,108. The operations were protracted on an average over a period of more than 10 years in each district, and during the whole of their currency and for some years previous to their inception, the industry of the agricultural population was depressed, improvements discouraged, and extensions of cultivation thrown back by the uncertainty in regard to the method of valuation and the degree to which the increased value of the land would be made the subject of increased taxation. It was necessary to employ large temporary establishments of subordinate officials who were probably as burdensome to the people among whom they were quartered as they were costly to the State. The absence of any trustworthy record of the rents which were actually paid to the landlord, and a natural doubt as to whether the letting-value was the true value of the land in these Provinces, had compelled the assessing officers to deduce their calculations from abstract or conjectural data, which were very frequently mistaken in their application to single properties, and sometimes, though not so often, led to erroneous estimates of the revenue-paying capacities of considerable tracts of country. The assessments, though not severe taken generally, were unequal, and while some properties were much too lightly rated, in others the pressure became ruinous when bad seasons supervened.

It had been at one time considered that these drawbacks to periodical revisions would justify the adoption of a permanent settlement; no middle course being then deemed possible. And this policy might not improbably have been adopted were it not for the backward condition of many parts of the Provinces, which, if they had at once been assessed to a permanent revenue demand, would have given them an unfair advantage in comparison with more highly-developed tracts, and occasioned eventually a heavy loss of revenue. The correctness of this view has been since demonstrated by the very considerable enhancements of the revenue which it has been found possible to make without any hardship to the proprietors, in the tracts which have recently come under revision.

In their letter No. 525R. of 9th May, 1883, the Government of India invited the opinion of Sir Alfred Lyall's administration on a scheme for revising the revenue demand, which, it was believed, would avoid the serious disadvantages involved in the system on which such revisions had previously been carried out, without sacrificing any natural increase of the revenue to which Government might justly be entitled. Its leading principle was one which had been suggested by Sir William Muir in 1874: that future enhancements might take the form of a rateable increase over all estates on the revenue to which they had been assessed at the previous settlement. In applying and developing this principle only three reasons for an enhancement of the revenue were ordinarily to be recognized, namely—

(1) an increase of the cultivated area;

(2) a rise in the prices of produce;

(3) an increase of produce due to improvements made by the State.

For each district an initial area of cultivation and an initial revenue demand were to be determined, and an initial schedule of the prices of produce was to be drawn up for comparison with the prices which would be prevalent at the time when the current settlement expired. In consideration of the rapid increase in the value of landed property which might be anticipated from the recent extensions of railways and canals, it was thought that the term of settlement might be reduced from 30 to 20

years, and some suggestions were added for enabling the cultivators to participate with the landowners in the benefit of the greater certainty of the proposed system of assessment.

The views of this Government were expressed in their letter to the Government of India, No. 423 of May 17th, 1884, and in a memorandum recorded by the Lieutenant-Governor on 9th May, 1884. After very full and careful consideration, and on a review of the opinions of all their qualified advisers in the Provinces, they arrived at the conclusion that the original project of assessing very largely on prices of produce was impracticable. An enhancement calculated on this basis necessarily involves the imposition of a general rateable increase of the revenue over whole tracts or districts, and would therefore operate with great inequality in cases where the initial settlements had at first been unfairly distributed, or had since become unequal in consequence of the unequal rates of progress made by neighbouring villages. An investigation into the actual incidence of the existing demand, showed that in a very large number of estates it was already as high as they could afford to pay; and, as a uniform rate of enhancement must be calculated on a consideration of what the worst and lowest units of assessment could bear, the proposed measure would virtually amount to an abandonment of the rights of the State to a share in the increase of the rental, which in many estates was very great, and which there was no reason to forego. The selections of the staples of produce, and the periods on which the calculation of a rise in prices should be based, presented considerable difficulties, and the whole system appeared hardly to sustain the hope that the declaration of its principles would re-assure the minds of the landowners, or give greater security to agricultural enterprize. It was found that rents were very generally determined by custom, and that their variations bore no recognizable relation to the variations of prices, so that in order to permit the introduction of any scheme of assessment by prices, it would be necessary to invest Government with extensive powers for the regulation and assessment of rents. A careful inquiry into the relations existing between landlords and tenants showed that no such action was required for the protection of the latter; while it was necessary to take into account the magnitude of the proposed undertaking, and the manifest difficulties inseparable from any general re-adjustment of long-

established rights and relations. It was not thought advisable to shorten the present customary term of settlement by reducing it from 30 to 20 years; but no objection was raised to the proposal that future settlement should secure to the landholders the profits of all improvements made by them on their estates; and the principle that, if possible, further security should be given to the landholders without sacrificing the State's claim to a share in an increase of the rental assets due to other causes, was accepted. Finally, it was suggested that as a possible means for obtaining the desired security, estates might be divided into two classes according as their cultivated area exceeded or fell below a certain fixed percentage of their total málguzári area, and that the revenue of the first class should only be liable to enhancement by a fixed and previously limited rate of increment.

The discussion was closed by the Secretary of State's despatch of 8th January, 1885, which concurred with the objections raised by the Local Government to an assessment based on prices. The general tenor of the instructions was that backward tracts must of necessity be left for regular settlement, but that to more fully developed areas it might be found possible to apply a rateable increase on the existing assessments, the amount of which would be determined by the Local Government with the approval of the Government of India. In order to enable the Government to determine on what principle the rate of enhancement should be calculated, a preliminary inquiry should be made into the condition and resources of each tract whose current settlement would soon become liable to revision.

This preliminary inquiry was first made by the Director of Agriculture and Commerce in 1883, with reference to the impending revision of settlement in the Bulandshahr district, and has been repeated with very useful results in Muzaffarnagar, Saháranpur, and Jhánsi. In none of the districts already reported on, has it been possible to introduce a revision of the assessment by means of a rateable increment on the existing demand. In Muzaffarnagar the incidence of the current settlement was found to be extremely uneven. In 148 estates the admitted rental was more than four times the revenue demand, while at the other end of the scale 442 estates were found in which the rental demand was less than double the revenue, and the owners could not justly

be called upon to pay any enhancement at all. There were 527 estates whose owners admitted a rise in their rent-rolls, which under the ordinary system of assessment would yield a revenue higher by more than a lakh of rupees than what would be obtained by the application of as high a fixed rate of increment as 50 per cent. On the other hand, there were 1,845 estates whose rent-rolls did not admit of as great an addition to the revenue as 50 per cent. on the current demand, and whose owners would have refused the offer of a rateable increase, and have elected to be assessed on the old principles. Only a very partial introduction of the new system was possible, and it would have cost Government a heavy loss on the estates which could most easily bear an enhancement. The loss to the revenue would have been still greater if the rate of increment adopted were lower than 50 per cent. Similar results were reported from Jalaun and Saháranpur, and may perhaps be expected in the case of most, if not all, of the current settlements.

The same results, however, as were aimed at in the scheme which has been discussed above have been obtained with a less radical change in existing methods, but perhaps more effectively, as a consequence of the reform and re-organization of the land-revenue staff which has been carried out under the direction of the Department of Land Records and Agriculture. These most valuable and successful reforms, which have laid the foundations of all the recent improvements in the revision of land assessment, were originally devised and inaugurated by Mr. (now Sir) E. Buck. It has been found in the districts about to be brought under settlement that their annual correction by the patwáris—a duty imposed by the new rules—has made the village maps so nearly accurate as to render a fresh survey unnecessary, and that the rent-rolls compiled under the supervision of the recently-appointed field kanúngos are sufficiently correct to serve as the basis of assessment, and enable the Settlement Officer to dispense almost entirely with the arbitrary methods of calculation which were among the principal defects of the former system. For the costly and troublesome temporary establishments which used to be employed, has been substituted the ordinary and permanent agency of the patwáris and kanúngos, and the results have been that proceedings which would have lasted at least 10 years under the old system, and would have cost the State nearly Rs. 400 the square

mile, should now be carried out in three years, and probably at less than a quarter of the expense. The new settlements are expected to be largely free from the delay and detrimental incidents of the previous system, and, with a term of 30 years, extend over one year in ten instead of one year in three. The enhancements of the land-revenue which are obtained under the new system, are as great as a sound policy would justify the Government in demanding, and in those districts at least where it has been tried the apprehension that a dependence on the rent-rolls would injuriously affect the revenue has not yet been substantiated. The new rules have been promulgated, as was desired by the Secretary of State, simply by administrative order to the officers engaged in revising the settlements, so that the Government is not in any way pledged to maintain the same procedure in cases where the results promise to be less satisfactory. Should it be found that in any tract of country there has been practised a systematic concealment of the real assets of estates, the Government is at liberty to revert to the former system of assessment, or adopt any other plan that may seem to be applicable to the circumstances.

In order to give effect to this reform it was necessary, for the tracts which were coming under settlement, to cancel the existing rules, and to promulgate, with the sanction of the Governor-General in Council, a new code for the guidance of the settlement officers. By the old rules the assessments were made on estimated assets, which were not the actual assets of the estate at the time of settlement, but what the settlement officer calculated that the village would or could produce after the rental had been raised by enhancement suits to the full amount that the land would bear, and, if it was thought that the village admitted of development by extension of cultivation or any other means, an addition was made on account of prospective assets. Before proceeding to assess single estates a report was made to the Board of Revenue in which the general rent-rates which were deemed to be payable over extensive areas were discussed and determined, and account was taken of such general facts as the natural qualities of the soil, the density of the population, the facilities for obtaining manure or irrigation, the prevailing castes, and the agricultural skill of the inhabitants, the kinds of crop grown, and the character and condition of the landowners. But by

far the most important and difficult part of the operation was the classification of the soils. Every kind was separately enumerated, and to each a separate rent-rate, which was obtained by observing the rents actually paid and rejecting those which were considered either too high or too low, was attached. The extreme minuteness with which this division was carried out is illustrated by the fact that in one pargana alone the settlement officer recognized no less than ninety-nine distinct varieties of soil, each with its special value. The classification was then applied to the soils of each village separately, and the estimated rental was obtained by multiplying the areas into the general rent-rates which had received the sanction of the Board of Revenue. No allowance was made for land cultivated by the proprietors, and it was assessed at the same rate as was applied to land cultivated by tenants-at-will.

The new rules dispense entirely with the preliminary report, and with all but the very simple classification of the soil which is recorded in the village khasras. The first duty of the settlement officer is to verify the rent-roll drawn up by the village accountant; and unless he has grounds for believing that the rents are fraudulently understated, or that for any other reason they are very much below the rents paid in similar circumstances in the same neighbourhood, he accepts them as the basis of his assessment, and fixes the Government revenue at half the rental. No general rates are used for the purposes of assessment, but general rates for extensive tracts of country are deduced from the rents which are returned in the village papers, and employed as a standard of comparison with the rents returned from individual properties. When any very marked discrepancy is observed, the settlement officer makes an inquiry into the causes; and if he finds it necessary to reject the rent-roll, will ordinarily base his assessment on the rents which are actually paid in similar and neighbouring villages, or on special soil rates admitted to prevail in the same village, if such can be ascertained. He is forbidden to take prospective assets into account, and in every case the assessment will rest on the ground of actuals. In assessing land cultivated by the proprietors themselves, for which no true rent is paid, he applies a rate which is 25 per cent. lower than the rent paid by

tenants in the same village. The rule which required that the full profits from lands irrigated by masonry wells should be assessed to land-revenue if the settlement officer was of the opinion that the capital expended on them, together with reasonable interest, had already been recovered by the landlord, has been cancelled; and it is now provided that no such profits shall be taken into account in cases where the well has been constructed during the currency of the expiring settlement. The profits from capital spent on reclamations are exempted from assessment for 15 years after the land is reclaimed.

Revision of settlement.

No steps had been taken to revise and keep up to date the maps and records of the permanently-settled districts of Benares, Gházipur, Ballia, Mirzapur, and Jaunpur, which had been prepared about 40 years before, and their extremely defective and untrustworthy condition rendered a fresh revision unavoidable. It was remarked by Sir John Strachey that no satisfactory revision of the village papers was then possible, which did not rest on a professional cadastral survey, that until such a revision was undertaken the peasantry would remain the victims of chicanery and oppression. There can be little doubt not only that these views were justified by the condition of the permanently-settled districts, but that the same disorder, and the same necessity to resort to expensive revisions of the record, would be found in all other parts of the Province, were the village papers not maintained from year to year by the agency of the permanent land-revenue establishment. Measures for carrying out the requisite revisions were instituted by the administration of Sir George Couper, and were finally concluded in 1886, having cost altogether Rs. 26,49,284, or an average of about Rs. 400 the square mile. Each village has been provided by the Survey Department with a map on the scale of 16 inches to the mile, and by the settlement department, working under the control of the Collector, with correct rent-rolls and field-books.

Operations for the revision of the settlements in Gorakhpur and Basti were instituted in the cold weather of 1883-84, and should shortly be completed. In those districts the rent-rolls were found to be sufficiently accurate to serve as the basis of the assessment; but the maps, which were originally defective, had become wholly obsolete; and it was found necessary to employ

the survey department for the preparation of new maps and of a new record-of-rights based on the corrected areas, which were subsequently verified by the settlement department. It is estimated that the total cost of these operations, which include a revision of the revenue demand, will be nearly 32 lakhs of rupees, or about Rs. 433 to the square mile, and that the increase to the land-revenue will amount to not less than 12 lakhs of rupees per annum.

In the Meerut Division the three important districts of Bulandshahr, Muzaffarnagar, and Saháranpur have been brought under revision. In these the preliminary inquiries made by the Director of Land Records and Agriculture showed that the maps and village papers were unusually accurate. The record-of-rights which had been left by the last settlement had been carefully maintained and corrected to show the subsequent changes in tenure and area of cultivation. The registers of proprietors were well up to date, and the rent-rolls, which record both the amount paid as rent and the legal status and length of tenure of the cultivators, only wanted a little attention on the part of the settlement officer to fit them to serve as the basis not only of the assessment, but also of the record-of-right as far as it affects cultivators. It was therefore possible to dispense almost entirely with the expensive agency which has been employed in the districts of the Benares Division, and the settlements which should result in an addition of about nine lakhs per annum to the Government revenue are not expected to cost more than Rs. 100 per square mile, or about six lakhs of rupees for all three districts. In Dehra Dún, Jaunsár Báwar, a part of Jalaun, and some small tracts at the foot of the Himálayas, new settlements have been instituted and brought to an end during the period dealt with in this memorandum.

In certain parts of the Agra and Muttra districts it was found impossible to realize the current land-revenue demand, which had been assessed in a season of abnormal prosperity, and on a perhaps over-sanguine estimate of the capacities of the tracts it applied to. Its declaration had been followed by a succession of bad seasons, aggravated in some places by disastrous floods, and the loss both of men and cattle. An officer was deputed to examine and report on the question of special relief, and his recommendations, which were supported by very ample and

convincing evidence, have involved considerable reductions in the annual demand. Similar reductions, but on a smaller scale, have been found necessary, for reasons of the same kind, in the northern parganas of the Sháhjahánpur district.

Inquiry into the condition of occupancy rights.

The general inquiry into the methods which should be adopted for revising settlements brought under consideration the condition and development of occupancy tenures, a subject to which attention had already been attracted by the statistics of rent litigation and by certain facts which had come to light during the investigation which was made for settlement purposes into the condition of the village records in Bulandshahr. After a very exhaustive inquiry, and on a review of complete statistics for all the temporarily-settled districts, it was ascertained that there had been a net increase of 7 per cent. in the area held by tenants with a right of occupancy at the last settlement; and that they held more than half the land cultivated by tenants of all classes. The results and the special inquiries made by district officers showed that the landowners were not, as a rule, actively opposed to the accrual of such rights, and that their relations with their tenants were not usually unfavourable to tenancies of a lengthened and permanent character. It was found that no excessive use was made of the ejectment clauses of the Rent Act, and no amendment of the existing law was thought to be either necessary or expedient. These conclusions, which were accepted by the Government of India, finally terminated a long but desultory discussion regarding the status and condition of the tenantry and the degree to which the stability of their rights is affected by the provisions of the present rent law, or by the operation of general economic causes.

Owner's rates.

In 1881-82 a special inquiry was instituted to determine (1) whether the owner's rate should be extended to all villages in which the canal-irrigated area had increased since settlement, and (2) whether any new method should be adopted for assessing its amount. The Local Government accepted on the first issue the unanimous opinion of all the officers consulted, and extended the owner's rate to all new irrigation in villages where it had previously been exempted, on the ground that some part of the village had been canal-irrigated before the last settlement. With reference to the second point it was decided that the assessment of

the rate at one-third of the occupier's rate should be continued for the present, but that it should be fixed at a lump sum for a certain term of years. It was at the same time recognized that this decision was only provisional, and that the whole subject would require to be re-considered in connexion with the impending revisions of assessment in the canal-irrigated districts of the Meerut Division. In the meantime it was decided that no owner's rate should be charged on lands irrigated by the newly-opened Betwa Canal, and that the canal department should instead depend for its profits on carefully-adjusted occupier's rates, which should be enhanced as occasion offered in such a degree as to prevent, if possible, any material increase in the rents derived by the landlords from canal-irrigated lands. A careful inquiry into the circumstances and conditions of canal irrigation in the Bulandshahr district has convinced Sir Alfred Lyall that, after the conclusion of the current settlement, the maintenance of an owner's rate, except in revenue-free villages, is altogether undesirable. The assessment now in progress will take account of all the profits at present derived by the landowners from the rents of canal-irrigated lands. The canal has already been extended to every part of the district where it can be profitably used; the head of water at its disposal is fully taken up, and there is no reasonable prospect of any material increase in the area which it irrigates. The risk of disturbance to the settlement contract and the sense of insecurity which must follow a declaration that it is liable to revision for special causes within the period of 30 years for which it is in force, seemed to Sir George Edmonstone's Government, at a time (1860) when canal-irrigation was in its infancy, sufficiently strong objections to a measure of this kind to justify a very large sacrifice of Government revenue; and the objections apply with much greater force at a time when irrigation has been fully developed, when there is no prospect of financial loss, and when a very large enhancement is about to be made in the ordinary land-revenue. For these reasons, and because it is impossible to devise any system for intermediate recensions of the canal revenue which will not be oppressive to the people and disadvantageous to agriculture, and which, moreover, would not be likely to cost more to Government than would be recovered in the shape of enhanced revenue, Sir Alfred Lyall has advised the discontinuance of the levy of owner's rates in the Bulandshahr district.

State loans and advances.

Rules under the Land Improvement Act, to facilitate and encourage the application of capital borrowed from the State for the purpose of agricultural improvements, were drawn up and published for general information, and for the guidance of officers to whom the duty of making advances is entrusted. In regard to the closely-connected question of agricultural banks, experiments had been carried on since 1876 on certain selected Court of Wards' estates. These showed that an English officer could advance a few thousand rupees at a low rate of interest, with a reasonable prospect of repayment; but they also showed that if the system were to be carried out on a sufficiently large scale to reach the agricultural population generally, either the work of the administration would come to a standstill, while its officers were employed in carrying out a multitude of petty money-lending transactions, or the resources of the State would be wasted by inefficient or dishonest management. The final conclusion of the Government was that the general progress of material prosperity and the gradual accumulation of capital must be trusted to effect, in the process of time, the desired improvement in the status and credit of the peasantry.

Remissions and suspensions of land-revenue and rent.

The principles which should govern suspensions and remissions of land-revenue and rent, and the powers which should be exercised for the purpose by the different grades of revenue officers, were, after protracted discussion, formulated in rules which were sanctioned by the Government of India, and published as a circular by the Board of Revenue. The physical calamities on account of which relief is to be allowed were divided into two classes: first those which like famine or drought imply a very widespread failure of the crops; and, secondly, the minor local calamities occasioned by such causes as locusts, hailstorms, or inundations. Special rules for the treatment of each class were enacted, and the Collector was authorized to grant, with the concurrence of the Commissioner, suspensions extending over a period of 18 months. Suspensions for a longer time require the sanction of the Board of Revenue, and remissions the orders of the Local Government. The rules for the suspension and remission of rent were simplified by allowing the officer engaged on the inquiry to dispense with, under certain conditions, the minute field-to-field investigation which was formerly demanded. It was further provided that an order for the suspension or remission

of revenue might be annulled by the Collector, if the landlord collected rent that had been suspended or remitted by competent authority.

Jhánsi Relief Act.

An Act to relieve the encumbered proprietors of the Jhánsi Division from a load of debt occasioned partly by too rigid collection of the Government demand in years of extreme agricultural distress, and partly by their inability to accommodate themselves to the new revenue system which had been introduced by the English Government, received the assent of His Excellency the Viceroy and Governor-General in Council on 19th May, 1882. The means adopted were twofold. In the first place, the principles already accepted in the Dekkhan Agriculturists Relief Act (XVII of 1879) were applied to the reduction of the debts by striking from the account, after a judicial investigation, extravagant accumulations of interest; and in the second, the fair debts, thus ascertained, were to be discharged either by the debtor's payments into court, or by a State loan on security of the encumbered property, or by its sale by auction.

A Special Judge was appointed for the determination of claims against the embarrassed zamíndárs, and the Deputy Commissioner was empowered, where the zamíndárs did not come forward voluntarily, to apply on their behalf for the benefit of the Act. The sale of the whole of a zamíndár's proprietary rights was to operate as a discharge of all debts due from him, whether public or private. It was anticipated that the cost to Government, in money laid out on loans and purchases, would be between 11 and 12 lakhs of rupees.

A final report of the result of these operations has recently been submitted by the Commissioner.

It is estimated that 92 per cent. of the whole number of embarrassed proprietors applied for relief. The aggregate amount of the claims brought against them was Rs. 16,58,901, which was reduced by the action of the special court to Rs. 7,61,855; and of this more than 90 per cent. has been paid in full, only 9·21 per cent. having been discharged under the insolvency clause. Resort to sale was found necessary in the case of about a fourth of the whole number of zamíndárs whose liabilities were adjudicated on; but of these a considerable number were cleared by the sale of only a part of their property, and the annual value of the pro-

perty sold to the State, or to private persons, was only 15 per cent. of the whole annual value of the indebted estates, and about 3½ per cent. on the annual rent profits of the whole district. The expense to Government has been Rs. 3,30,238 in loans on mortgage, and Rs. 37,910 in the purchase of encumbered properties, to which must be added a lakh of rupees for the Special Judge and his court establishment.

The proceedings may be principally regarded in the light of an instructive experiment which has not been without solid advantage to the zamíndárs, who have been relieved of a considerable burden of debt by the reduction made on the claims lodged in court, and by the loans advanced by the State. Whether they will have made any durable impression on the indebtedness of the zamíndárs remains to be seen; but the effect of low and well-adjusted revenue assessments, of favourable seasons, and of the general development of this outlying tract of country, which may be expected from railways and irrigation works, is likely to be more permanently advantageous than any summary and special processes for dealing with debts.

Emoluments and promotion and appointment of Tahsíldárs and Deputy Collectors.

The importance of the duties entrusted to them, their heavy responsibilities, and the valuable nature of their services, had led to a consideration of the general question of the strength, status, and emoluments of the upper classes of the uncovenanted executive service, and a scheme for securing to Deputy Collectors and Tahsíldárs a substantial improvement in their status and prospects of promotion, which had been drawn up and sanctioned by Sir George Couper, was introduced. The number of appointments in each grade was revised, with the result of giving a considerable increase to average rate of pay throughout; and the staff in both Provinces was arranged in one amalgamated list. The additional cost, which amounted to Rs. 87,300 per annum, was met by a grant from the provincial funds. In 1885 new rules, with the object of securing men of higher education and standing than that of many who had risen to those posts under the old system, were enacted for the method of appointing Tahsíldárs and Deputy Collectors.

Special managers for Court of Wards' estates.

The Government of India having drawn attention to the fact that the time of Collectors and of their establishments in some districts appeared to be unduly absorbed in the management of

the extensive estates under the Court of Wards, the Board of Revenue were requested to prepare a comprehensive scheme for the employment of uncovenanted officers and other competent persons as managers, the cost of their salaries being defrayed by the estates. A scheme was accordingly prepared, and put in force with the sanction of Government. In six or seven districts Collectors were found to require relief, and special managers were appointed to work under their orders, on salaries varying from Rs. 200 to Rs. 400 per mensem, according to the rental of the estates in their charge. In filling these appointments preference is given to qualified persons not in the public service, and Government officials are selected only when fit men of that description cannot be found. Besides giving the district staff more time to attend to their legitimate duties, the new system is more favourable to the vigorous prosecution of works of improvement, and to the intelligent administration and development of the resources of the estates.

Co-operation of the post-office in revenue administration.

The service of revenue processes through the post-office was tried in three selected districts; but it was found in practice to involve so much delay and uncertainty, and to be so inconvenient both to the revenue courts and the postal department, without yielding any equivalent advantage, that it was after a short trial finally abandoned. On the other hand, the payment of land-revenue by money-orders has been much appreciated by the landholders. The system, which was very carefully worked out by the Board of Revenue in consultation with the post-office authorities, has, after trial in the Benares Division, been introduced throughout the Provinces, and extended experimentally to certain other selected classes of revenue.

Registration of admitted claims for arrears of rent.

A scheme for simplifying the procedure of revenue courts, and facilitating the realization of rent by a system of registration of admitted claims on account of arrears, formed the subject of a special inquiry. It was found that the project did not pay sufficient attention to the precautions necessary to secure the tenant against fraud and collusion, and that it was likely to effect little or no improvement on the present procedure. A report adverse to the scheme was submitted to the Government of India.

Amendments of the rent and revenue law.

The attention of Government was drawn to the great press of judicial work under the rent law, which in some divisions had grown to such an extent as to interfere seriously with the proper discharge by the Commissioners of their executive duties, and very necessary amendments of the rent and revenue laws were effected by Acts XIV and XV of 1886. The new law relieves the Commissioners of much of the appellate and revisional work which formerly came up to them for disposal, and legalizes the appointment of additional Commissioners in cases where the measure is found to be required.

Emigration Act.

At the instance of the Government of India, Lieutenant-Colonel D. G. Pitcher was placed on special duty for the purpose of enquiring into the system of emigration from British India to certain French and British colonies as carried out in the North-Western Provinces and Oudh. The results of his inquiry were set forth in a very full and interesting report showing the manner in, and conditions under, which recruits in these Provinces had previously been obtained, and the chief reasons that appear to have prevented the people from availing themselves of the advantages that emigration to the colonies undoubtedly offers. His recommendations were forwarded to the Government of India, and have been for the most part adopted in the new Emigration Act.

The Family Domains of the Mahárája of Benares.

The rules framed under Regulation VII of 1828, as amended by Act XIV of 1881, to regulate the administration of the Family Domains of the Mahárája of Benares, have been accepted by the Mahárája, and finally issued.

The inaccuracy of the village records in the Family Domains which, like those of the other permanently-settled tracts in these Provinces, had never been corrected since they were first drawn up, and had become altogether useless and obsolete, rendered it necessary to undertake a fresh survey and the preparation of a new record-of-rights. These operations have been completed for the parganas of Bhadohi and Gangapur, and will be commenced for the remaining pargana of Kera Mangror in the ensuing cold weather. They were carried out by a Government survey party and a subordinate settlement officer acting under the orders of the Board of Revenue; and an establishment of patwáris and kanúngos has been appointed for the future maintenance of the corrected papers. During the currency of the settlement

proceedings questions of considerable difficulty and intricacy relating to the manner in which cultivating rights should be recorded—a matter which is very imperfectly provided for in the special law for the Domains—were considered, and are now in a fair way of being satisfactorily disposed of. The chief object of the Government has been to protect the rights of the tenantry, which claim the same attention on the part of the State as those of cultivators in other parts of the Province.

The revenue derived from land is much larger in the North-Western Provinces and Oudh than in any other separately governed Province in India; the systems of assessment and collection are complete and elaborate, and they are intimately connected with the relations between the landlords and tenants; with the irrigation of a large area by a canal system that is, perhaps, the largest in the world; and with other economical matters of great interest to the country. It is therefore a matter of great satisfaction that the immediate administration of such an important branch of the government of these Provinces should have been for the past five years, as previously, in the hands of a body of civil officers whose proved ability, trained experience, and high appreciation of their duties have always been of great service to the public interest, and merit the cordial acknowledgments of the Lieutenant-Governor.

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(2) *Oudh.*

Assessment and collection of the land-revenue.

During the period under review no district came under assessment, and the increase in the land-revenue of the Province has been only Rs. 80,000 on a total of 140½ lakhs. Most of the settlements have now run 20 years and upwards, and will begin to fall in the next decade (1890-1900). Since these settlements were made, prices and rents have risen about 20 or 25 per cent., the cultivated area has increased from 6½ to 8½ million acres, and irrigation from tanks and wells has very largely developed. If to these circumstances, which have very materially lightened the incidence of the land assessment and improved the financial position of the landowning classes, be added a succession of good agricultural seasons, the ease with which the land-revenue in Oudh is collected becomes intelligible. A few figures will illustrate the small resort which is now had to coercive processes in the realization of the revenue. The year ending September,

1882, opened with arrears of nearly four lakhs, and closed with arrears of 1½ lakhs. The year ending September, 1886, opened with arrears of Rs. 10,000, and closed with arrears of only Rs. 4,000. In the former year sequestration was resorted to in the case of four estates, transfer of shares to solvent co-sharers in the case of eight, attachment of immoveable property in the case of 27, and attachment of moveables in the case of 1,014. In the latter year no estate was transferred or sequestered, only 11 estates were attached, and in only 495 cases was attachment of moveable property resorted to.

In connection with the proposals made by the Government of India for simplifying the system of periodic land-assessments, the character of the current settlements in Oudh districts was in 1883 carefully considered. The investigation pointed to the conclusion that the present assessments are too uneven to allow revision to take the form of a general rateable increase, but that with the measures adopted in 1882 for improving the patwári staff and the general accuracy of the village papers, it should be possible to revise the land assessment on the village papers in a comparatively summary and inexpensive manner. To this Sir Alfred Lyall has only to add that preparations for assessment on the latter system should probably be taken within the next five years in two districts (Partábgarh and Sultanpur) in which the settlements expire in 1893-94.

Encumbered estates and Court of Wards.

The duties of district officers in Oudh, it has been shown, have become less onerous in one important branch of the administration. They are also being gradually relieved of the task of administering the encumbered estates which were taken under management in 1870 under the provisions of the Taluqdárs' Relief Act. Many of the properties were large, their management proved exceptionally difficult, owing to financial embarrassments and the determined recusancy of the Rájpút clansmen in the payment of rent, and for several years after the passing of the Act the work of administering these estates threatened to overburden the Oudh administration. The rent difficulty, however, was entirely surmounted by 1882, and during the period under review rapid progress has been made in discharging the debts on account of which the estates were taken over. As each estate is freed from debt it is restored

to its owner, and as no fresh estates can be brought under the provisions of the Act, the operations under it must eventually exhaust themselves. In 1882, 25 estates still remained under management with a rent-roll of seven lakhs and unpaid debts amounting to over 10 lakhs. By the close of the revenue year 1886 all but 11 of these estates had been released, and the liabilities now remaining to be discharged amount to only 3½ lakhs. In four years the debts of all but two should be cleared off. The operations of the Court of Wards, on the other hand, have tended to increase, though the policy of the Government during the last five years has been to refuse to admit, in the absence of very special reasons, to the Court of Wards the estates of persons, not minors or women, who apply to be disqualified from managing their own estates. The expediency of rescuing old families from ruin, the advantages derived by the cultivators from the just and comparatively lenient administration of the Court of Wards, and the opportunity thus afforded to the district officer and the Agricultural department to illustrate better methods of farming and the utility of improvements, are the main considerations on which a more active policy is usually urged. The first reason is subject to the serious drawback that in many families a spendthrift appears about once in every third generation, so that the work done by the Court of Wards is often speedily undone. The other two arguments are valid as far as they go; but they are not sufficient, in the opinion of Sir Alfred Lyall, to warrant any material diversion of the attention of officers from their general administrative duties which thoroughly occupy them, or to justify the Government in imposing on them fresh burdens which they cannot satisfactorily discharge. Measures have been taken during the period under notice to place the Court of Wards' work in each district under special managers entertained at the cost of wards' estates; but the ultimate responsibility still rests with the district officer. At present there are 45 estates in Oudh under the management of the Court of Wards, with a gross rental of 12 lakhs and debts amounting to 25⅓ lakhs. In 1882 there were only 35 such estates under management, with debts amounting to 11⅓ lakhs. These figures show the tendency of this description of work to grow in spite of the most watchful care of Government to discourage unnecessary resort to the Court of Wards, and illustrate the necessity for exercising equal caution in the future.

As regards the management of these estates during the last few years, it is sufficient to mention that, owing to a succession of good harvests, the rental collections have been extremely good. In the last year for which returns are available (1885-86) 98½ per cent. of the total current rent demand was collected. Considerable improvements have also been made on many estates from surplus funds, with the object of securing them from drought, and of adding in a most legitimate way to their annual rent-roll. Tenants also have been stimulated by loans of money, gifts of wood, or long leases, to undertake the construction of wells for themselves. In several districts tenants' improvements in this respect have been usefully encouraged, by preliminary boring trials undertaken by the Court of Wards to determine the nature of the sub-soil and the depth of the spring level. Efforts have also been made to introduce new or improved staples and better agricultural implements. In all these matters the interest and attention displayed by many district officers have frequently received the commendations of Government.

Sale of land in execution of decrees.

Neither the registration statistics nor the revenue returns of district officers indicate that land is passing with undue rapidity from old families or the agricultural classes into new hands. An interesting inquiry, however, was made in 1885 as to the effect of the provision made by the Oudh Laws Act for securing occupancy rights to ex-proprietors in respect of fields actually cultivated by them at the time of auction-sale under decree of court. The inquiry showed that in the great majority of cases in which such tenant-rights had been reserved, the ex-proprietors did not part with them, and that the provisions of the law were really a means of preserving to bankrupt proprietors a means of subsistence. Instructions were accordingly issued to district officers to see that in every case in which sale of land is proposed by a civil court the judgment-debtor is secured an occupancy tenant-right in fields he actually cultivates. It may be here remarked that in Oudh every sale of land in execution of a decree requires the sanction of the Chief Commissioner.

Revision of the patwári system.

A most important accession of strength was received by the district administration of Oudh during the period under review by the revision of the patwári system, and the gradual transformation of the village accountant from his indigenous position of the cultivator's or zamíndár's servant to that of a subordinate

official, paid and controlled by the State, and required to satisfy certain tests of efficiency before he is entrusted with local duties. This change had already been made in the North-Western Provinces, and in a manner involving a more complete breach with the past than, it is hoped, will ever be found necessary in Oudh. In Oudh it was brought on during the period under review by a measure which, as far as the Government of India was concerned, had no other object in view than the relief of the agricultural classes from taxation. In the early months of 1882 the Government of India having determined to exempt the landowners of the North-Western Provinces from the patwári cess there levied as an addition to the land-revenue, were advised that the equivalent concession which the Imperial Government proposed to make to Oudh might take the form of releasing Oudh landlords from the obligation incumbent on them of entertaining and paying the patwári. It was at the same time recommended that this relief should be granted subject to the condition that the landlords should remit the contributions towards the payment of patwáris which many of them were in the habit of realizing from their tenants. The recommendation was accepted by the Government of India. It then appeared from the remonstrances of the Talúqdárs' association that the relief was not welcomed, and that the landlords preferred the former system under which the patwáris were virtually their private servants, while the cost of maintenance was shared between them and their tenantry. It has since been finally arranged to leave the payment of patwáris' salaries in the landlords' hands and in other respects to introduce as little change into their relations with the patwáris as was consistent with a fair degree of regularity and accuracy in the record of agricultural statistics. The discussions which preceded the promulgation of the Land Revenue Act of 1876 had given the landlords some ground for anticipating that the system of private patwáris would have a longer trial, and they themselves some claim to consideration when that system came under revision; while the responsibility of the landlords for the correctness of the village papers may induce them to co-operate with official supervision in maintaining accuracy. Rules have accordingly been framed under which the landlords retain the nomination and superintendence of the patwáris of their villages, and are primarily responsible

for the correct preparation and rendition of the village accounts. The payment of patwáris is made through the landlords, who receive a corresponding remission from their land-revenue, and appointments and dismissals are made in consultation with them. In the event of persistent default in the payment of the patwári on the part of the landlord, or habitual inaccuracy or delay in the preparation of the village papers on the part of the patwári, the latter is brought on a separate register as a State servant, and is thereupon placed under the immediate control of the Deputy Commissioner. As a necessary complement to these rules, arrangements were made for a large increase in the staff of supervising officers or kanúngos. These are selected in each district by the Deputy Commissioner, and must possess certain educational qualifications which ensure their ability to exercise a thorough check over the preparation of the village papers, and to compile statistics required for revenue and settlement work. The effect of these changes on the general character of Oudh village papers is satisfactory. The private patwáris thus placed under official control have shown considerable intelligence and local knowledge, and a "very marked improvement" in the statistical records annually filed by them in the district offices is reported. Not only are they supervised, but they also, by means of patwári classes, come under regular instruction in their duties and in elementary surveying and mensuration. In all districts it has been found necessary to occasionally exercise the power of bringing patwáris on a separate list on account of the landlords' unpunctuality in paying their salaries: but the instances are not sufficiently numerous to discredit the concession made to the landowners by the rules of 1882.

On the whole, the Lieutenant-Governor is satisfied with the compromise then made, and considers that the change in the position and qualifications of the patwári, which sooner or later would have been forced on the Government by the exigencies of our revenue administration, has been happily accomplished without needless irritation to classes interested in the maintenance of the system superseded, and without unnecessary sacrifice of the local character of the village accountant.

Minor administrative measures.

Among minor administrative measures may be mentioned the abolition of the title "Extra Assistant Commissioner," and the amalgamation of this class of officers with the Deputy Collectors

of the North-Western Provinces. They are now all borne on one list, and receive promotion without distinction of Provinces: though original appointments to vacancies occurring in Oudh are made by Government in the Oudh Revenue Department, and not by the Board of Revenue. The amalgamation of Oudh Tahsíldárs with the Tahsíldárs of the North-Western Provinces has been similarly completed, and under the revised rules of 1885 the appointment to the office of Tahsíldár throughout the Provinces rests with the Board of Revenue. In 1887 revised rules for the remission and suspension of land-revenue in seasons of distress were issued for Oudh on similar lines to those previously sanctioned for the North-Western Provinces, and in many other points of detail the procedure in revenue business in the two Provinces has been brought into greater harmony.

The Rent Act of 1886.

The only other important change in the land system of Oudh of which mention need be made is the enactment of the Rent Act of 1886. And this, like the reform of the patwári system, had its immediate origin in a fortuitous cause. The conditions under which the great mass of the Oudh peasantry hold and cultivate the soil had long been a subject of serious solicitude to the administration, and from 1878 to 1882 a policy of observation had been adopted with a view to ascertain the objects and the precise effects on the renting and occupation of land of the annually increasing number of evictions. The case of the Salamau talúqa, however, brought the question unexpectedly to an immediate issue. This property had been temporarily sequestrated, under the orders of Sir Alfred Lyall's predecessor, on the ground that the Talúqdár "had failed completely to fulfil the obligations imposed on him by the *sanad* under which he held his estate." The sequestration was eventually rescinded with a warning to the Talúqdár; but the Government of India, in passing orders on the case, dwelt on the unsatisfactory condition of the tenants in Oudh, as disclosed by this inquiry and by the great increase of late years in ejectment notices throughout the Province. The Local Government was asked to give the whole subject of the relations of landlord and tenant in Oudh its early attention. Acting on these instructions, the Lieutenant-Governor caused extensive local inquiries to be made in the early part of 1883 in every district of Oudh, with the view of ascertaining how far rents had risen, whether they were still generally rising, whether

they frequently pressed heavily on the tenants, and whether wanton and unjustifiable exaction by the landlords to any considerable extent prevailed. Major Erskine, the Commissioner of the Sitapur Division, was appointed to direct and collate these inquiries. In June of the same year Major Erskine submitted the district reports with a full and able summary of the results of the investigation, and with proposals for the amendment of the rent law. The broad economic facts of the situation, as brought out in the reports, were these: (1) The population of Oudh pressed heavily upon the soil, the average per square mile being 470 for the whole Province, 704 in the small district of Lucknow, 640 in Fyzabad, and 320 and 278, respectively, in the submontane districts of Bahraich and Kheri. Of the total population 73 per cent. were agriculturists; and of the agriculturists, again, 4 per cent. were landowners, 70 per cent. were cultivators, and 26 per cent. were labourers. The average size of a cultivator's holding might be taken at 5 acres, though it ranged from $2\frac{3}{4}$ acres in the most populous district to 8 acres in the least populous. (2) Though the pressure of population on the soil was severe, the effect was felt at least as much by the day labourer as by the tenant cultivator; and it would be a mistake to give such fixity of tenure to the present occupants of the soil as would entirely shut out the former class. (3) Two-thirds of the land of Oudh was held by petty proprietors, or non-talúqdári communities: the agricultural system, therefore, did not exclusively take the simple form of relations between large landlords and tenants by contract, and petty proprietors were proved to be responsible for a great deal of the rack-renting. (4) Rents had risen about 20 per cent. in the last 20 years, but prices had similarly risen; and, speaking generally, enhancements had not been excessive, nor had the landlords as a body been guilty of wanton and unjustifiable exaction. The general circumstances also of the Oudh tenant had distinctly improved in the course of the past twenty-five years.

The reports, however, indicated that this situation, although less unsatisfactory than had been supposed, was rapidly changing. Prices had apparently reached the stationary stage, while the rise of rents showed no sign of abatement. The landlords of Oudh had slowly realized their unlimited proprietary right over the land held by the ordinary cultivator, and as the State

had deliberately invested them with full discretion to make terms to suit their own interests, they could not be expected to refrain from doing so. It was doubtful whether in any other part of India the tenures of the cultivating community were so little protected by law as in Oudh. The local officers were unanimously of opinion that some amendment of the rent law passed in 1868 was essential. They dwelt on the precarious tenure of the cultivator; his liability to be required year by year to agree to an enhancement of rent on pain of summary eviction if he refused, and his liability to be evicted at the close of any year by the mere caprice of his landlord. They considered that the law should give him greater security of tenure; that when he had submitted to an enhancement of his rent, he should be protected for a certain time from any further enhancement; that better provision should be made to secure to him compensation for improvements constructed in his holding; that he should not be evicted until he had been paid such compensation for improvements as might be due to him; and that if the landlord's power of eviction by notice were maintained, he should be required to give proper notice to the tenant.

In a minute written at the commencement of these local inquiries, Sir Alfred Lyall adopted the conclusion that no attempt should be made to create a system of occupancy rights such as existed in the North-Western Provinces or Bengal: and he had given a distinct assurance to this effect to the Talúqdárs. Such systems assumed the existence of prescriptive rights adverse to the landlord among certain privileged classes of tenants, whereas a formal inquiry in 1867 had decided that these rights were non-existent in Oudh. Any substantial improvement of the position of the Oudh cultivator under the rent law had therefore to be placed on the ground that the agricultural prosperity of the country, which is a matter of the widest public interest, required that the tenants-at-will should not be liable to unlimited ejectment or enhancement, but should be secured in a certain fixity of tenure at a fair rent. The Oudh Talúqdárs strongly objected to the creation of occupancy rights, but the most enlightened and far-sighted of their representatives agreed that their tenants should have better security for their tenure, and were willing that a system of long leases should be authoritatively prescribed. The scheme, therefore, drawn up

on Major Erskine's very able report proceeded from this basis. Landlords and tenants were still to be allowed to make their own contracts for the letting of land, but would be subjected to such statutory restrictions as might be necessary to protect the tenant from rackrenting or wanton disturbance. Such statutory restrictions were to include the extension of the term of the tenant's lease from the legal period of one year to seven, the securing to him personally the equity of renewing his lease at an enhanced rent within the limits allowable by the law, or, if the landlord preferred the alternative, the grant to the tenant of moderate compensation for disturbance; the limitation of the amount of enhancement which at each re-letting the landlord might demand; and the re-statement with greater precision and legal validity, in an altered form, of the stipulation in the *taluqdári sanads*.

The recommendations of the Local Government were laid before the Government of India in December, 1883; and though the scheme was generally accepted as constituting "the best compromise which under the circumstances could be made," it was considered in two or three points to afford insufficient protection to the tenant. The proposal which made the right of renewal personal to the tenant, and the proviso which with the object of meeting the need of large co-proprietary communities for land to cultivate themselves empowered the landlord on the expiry of each statutory lease to sue to eject the tenant from one-fourth of the holding, were specially taken exception to. The scheme was, however, referred to the Secretary of State by the Government of India in June, 1884; but sanction was not received to legislation on the lines proposed till the close of the following year. It was finally decided to accept this Government's original scheme without the modifications at one time considered desirable by the Government of India. A Bill embodying the scheme was accordingly introduced into the Viceroy's Council early in 1886, and after various revisions was passed into law in October of that year, though by special arrangement it did not come into force until the 1st January, 1887. The only important point in which the Act departs from the original outlines of the scheme is in respect of the proposed compensation for disturbance. On the suggestion, and at the particular request, of the Talúqdárs, and to meet other objections

of principle, the expedient of a heavy stamp duty on notices of eviction served on tenants entitled to a renewal of the statutory lease was admitted, and now forms section 55 of the Act. In other respects the original design has been closely adhered to. The Act is framed on the basis of excluding all references to earlier questions regarding the prescriptive status of the tenantry, and treats the matter in hand as concerned entirely with the regulation of agricultural contracts, and the revision of the former law upon points of detail where amendment had in practice been found desirable. Its leading features may be briefly recapitulated. The Act confers on every tenant now in occupation of land, subject to certain reasonable exceptions, the right to retain possession of his holding for a period of seven years from the date of the last change in his rent or of the last alteration in the area of his holding. During this term the statutory tenant cannot be ejected except for arrears of rent or for certain breaches of the general conditions of agricultural occupation. At the close of the term he is liable to an enhancement of rent up to the limit of one anna for every rupee of the existing rent, and on his accepting the enhanced rent he enters upon a fresh term of seven years, in which he is again secure, subject to the general exceptions, from either ejectment or enhancement. The landlord, however, at the close of each statutory term, may avail himself of an alternative procedure and possess himself of the land by issue of notice of ejectment on the tenant. But as this procedure entails the payment of a court-fee equivalent to half the annual rent of the holding, which under no circumstances is recoverable from the tenant, and as the rent leviable from a new tenant is brought under the general restrictions in respect of enhancement, it is probable that landlords will not ordinarily avail themselves of this right of absolute ejectment. On the death of a statutory tenant his heir as defined in the Act has a right to retain the holding till the expiry of the statutory term. It then lapses to the landlord, who may let it for any rent he can obtain, though the in-coming tenant acquires on entry statutory rights. No contract, it may be added, can shorten the statutory term, or defeat the limit of enhancement prescribed by the Act, and no future contract can deprive a tenant of his right to make or to claim compensation for improvements. The tenant's right to make improvements and to be properly compensated for them, has been clearly expressed, and

many other provisions of minor importance have been engrafted on the old tenancy law of the Province. It would be useless to enter upon any anticipations of the probable effect of an Act which only came into operation in January, 1887. But there is a reasonable prospect that it will improve the condition and tend to protect the industry of the cultivating population of Oudh; that it will diminish litigation, and change for the better the relations between landlord and tenants, by materially reducing the number of ejectment notices; and finally, that the landlords will in these and other ways find a material recompense for the excellent spirit in which, as a body, they have received and acquiesced in this important measure.

CHAPTER VII.

FORESTS.

General description.

THE forests belonging to or leased by the Government and administered under the Forest Act, are divided into three circles, each under charge of a Forest Conservator. The circles are again divided into divisions, each under the immediate care of a Deputy or Assistant Conservator. The figures given in the margin are for the "reserved forests" only, meaning by this term forests over which the Government has exclusive rights as described in the Act. The increase during the five years is to a great extent nominal, due to the more correct ascertainment by surveys of the forest area. In the Central circle, however, a large block of sub-Himálayan forest, measuring 132 square miles, was acquired in 1885, on the extinction of the Kumaun Iron Works Company, which had been granted the right to draw timber and fuel from this area. The forest is at present in an impoverished condition, but with proper care it should become a valuable property. In addition to these forest "reserves" there are some 70 miles of "protected forests" in the Provinces over which the State has acquired sufficient rights to enforce more or less adequate measures of conservancy. In the Bánda district 118

Circles.	1st April, 1882.	1st April, 1887.
	Sq. miles	Sq. miles.
Central...	1,472	1,603
Oudh .	1,090	1,203
School ...	769	804
Total ...	3,331	3,610

square miles of tree and grass jungle have also been acquired at a moderate cost from private owners, and are managed as forests by the Collector of the district without having been formally declared "reserved" under the Act. The acquisition was made because the coppice forests which formerly covered large areas in this part of the Province, and which provided the people with wood and with grazing in years of drought, were observed to be rapidly disappearing before the plough and under the demand of the railways and large towns for fuel. As yet the forests thus saved from destruction yield little revenue, but they are rapidly improving, and in a famine year they will afford grazing and leaf-fodder for large numbers of cattle. The forests in the Oudh circle are all sub-Himálayan, while the other two circles contain large areas of hill forests. Many of the hill forests are in remote and thinly-populated regions, and can only be worked for the supply of large timber which private forests will soon cease to yield. The forests of Northern Oudh, of the Kumaun and Ganges divisions of the Central circle, and of the Dún and Saháranpur divisions of the School circle, are now being brought by means of railways within reach of large centres of population, and should find a good and increasing market for inferior timber, dead wood, and fuel.

Whether the forest area at the disposal of the Government is as extensive as might be desired on economic grounds is a difficult question, depending largely on the industrial development of the country and on the increase of population. But it is certain that the time has past in these Provinces for making any large additions to the present area; while there is very much to be done in the way of improving the condition and value of the forests which the State already possesses, particularly in making some of the more valuable tracts accessible by rail or road. In these directions there is a demand for large investment of money; and fair progress is being made. The Himálayan and sub-Himálayan reserves are at present capable of supplying the existing demand for high class timber, without prejudice to the future needs of the Provinces. Waste and mismanagement are impoverishing the hill forests belonging to private owners; although in the plains the area under groves and coppices is nowhere seriously diminishing, and in places it is increasing. In exceptional localities, like Jhánsi and Bánda, it has been

found possible, at a moderate outlay, to bring considerable tracts of tree and grass jungle under effective protection; but in the populous and closely-cultivated plains of the Ganges the adoption of similar measures, except on a most restricted scale, is out of the question.

Divisions of subject.

The financial results of the past five years, the progress made in protecting and developing the forests, and the chief measures undertaken to strengthen and improve the forest establishments, will now be briefly and successively described.

Financial results.

The financial results are shown in the subjoined table:—

	1882-83.	1886-87.
	Rs.	Rs.
Receipts	10,13,403	15,73,556
Expenditure	8,39,024	9,19,580
Surplus	1,74,379	6,53,976

There has been a steady improvement in the earnings of the department. Up to 1881 the receipts had little more than balanced the expenditure. An exceptional demand for railway sleepers then arose, and the Conservator of the Oudh circle threw himself with great energy into the work of meeting it. The receipts of that circle suddenly rose from three lakhs in 1881-82 to eight lakhs in 1883-84, and the surplus from Rs. 65,000 to Rs. 3,16,000. Doubts were expressed by the Inspector-General of Forests whether the exploitation of the Oudh forests was not being prosecuted on a scale incompatible with a due regard to their conservancy; but the Lieutenant-Governor, who visited the fellings, was satisfied that they were so managed as to be for the positive advantage of the forests. An enumeration survey, which has now been completed, confirms this opinion, and proves that the trans-Sarda sál forests of the Kheri district are richer than was supposed. The permanent working plan, which is being prepared on the basis of this survey, will render such doubts and discussions in future impossible. Meanwhile the demand for railway sleepers has now almost exhausted itself, and the sleeper contracts on hand in any circle are of a very limited description. To maintain the revenue of the past five years it will be necessary

for the Conservators to rely in future on ordinary sales of timber and fuel, and to develope the minor sources of forest revenue. Expenses, however, will considerably decrease with the contraction of departmental works, and the progress made in both the Oudh and Central circles in finding a profitable market for forest produce outside the special requirements of the railways augurs well for the financial future of the department. The opening of the Lucknow-Sitapur Railway to Gola-Gokarnath in the Kheri district will enable the Bhira forest to place fuel with profit in the Lucknow market, and these facilities will increase with the extension of the railway to Seramau along the southern skirts of these forests. A branch line northwards to the Sarda will, however, be required before the trans-Sarda forests can be tapped. These forests can send down large timber by river, but the waterway is often interrupted, and they require railway communication for the full utilization of their great stores of dead wood, inferior timber, and minor produce.

It may here be observed that the money receipts of the department imperfectly represent the full annual value of all the produce annually yielded by the forests. Three-quarters of a million cattle graze in them, one-third free, and the remainder on payment of a very small fee. A great deal of grass, wood, and other forest produce is given away free, or at much less than market prices, to villages bordering on the reserves. It has been sometimes represented that the grants are too liberal, and interfere unduly with the legitimate profits and operations of the Forest Department. The loss from this point of view is considered, however, by Government as the measure of compensation which it is proper to concede to communities whose interests have been unavoidably affected by forest administration. The privileges granted to Oudh villages situated within the limit of three miles from the Government forests are considered to be not more than are essential to their well-being and stability, and it has not been proved that the rights of pasture and wood which are at present enjoyed by them under the rules of 1879 are excessive or are incompatible with efficient forest conservancy.

Development of forest estate.

The progress made in protecting and developing the forests falls under the heads of (1) surveys, demarcation, and working plans; (2) communications and buildings; (3) fire-protection;

(4) reproduction; and (5) grazing arrangements. These will be briefly noticed in the above order.

(1) By preparation of working plans.

The portions of the forests which have not been surveyed and demarcated are comparatively small, and the Inspector-General of Forests has recorded the fact that the forests in these Provinces are in this respect in a more forward state than in any other part of India. The area for which permanent working plans have been or are being drawn up is small in comparison with the total forest area, but the preparation of such plans necessarily takes time and, as has been already mentioned, it is at present impossible, owing to difficulties of transport and smallness of local demand, to work large tracts of the forest to anything like the full extent. The absence of permanent working plans in such cases is not of immediate importance, as annual plans are practically sufficient for the extraction of such produce as it may be possible to dispose of. But where the demands on the forests are large, a permanent system of working is very necessary, and it has not been the fault of the Provincial Government that more progress in this respect has not been made during the last five years. Up to the beginning of 1885 the Working Plans Branch was in direct subordination to the Inspector-General of Forests. Instructions were then issued by the Government of India which made the Provincial Governments more directly responsible for the early completion of such projects, and increased their power of control. Within the last few months working plans for the Naini Tal and Ránikhet divisions of the Central circle have been submitted, and have received the sanction of Government. A plan has also been prepared and accepted for a large forest area in the Kumaun and Ganges divisions of the same circle. An important plan for the valuable sál forests lying between the Sarda river and Nipál in the Khori district is now practically complete, and should be in the hands of Government by the end of the year. Another plan for the forests of the Dehra Dún division is in the press, and materials have been collected for a plan for the Jaunsár-Báwar division, including the fuel forests around the cantonment of Chakráta and the valuable deodár forests in the valleys of the Púbar and the Tons, which have been leased from surrounding hill States. The next two or three years, therefore, should see considerable progress made in providing the officers who succeed each other in the administration of the forests with reliable descriptions of the forests and instructions as to working

them on uniform and scientific principles. In the Saháranpur division, the Ganges division, and the late Kumaun Iron Company's grant, where the want of permanent working plans is at present felt, it should not be difficult for the Conservators to arrange for the preparation of a brief and provisional scheme, to guide the working for a period of 10 years, or until it may be found possible to depute a special officer to prepare a permanent one.

(2) By improving communications, &c.

The sums spent on communications and buildings and on extensions and improvements, with a view to opening up the forest properties of Government, and rendering their wealth more accessible to the public, are included in the ordinary expenditure of the year. About 2½ lakhs are annually shown in the accounts under these heads. Not only, therefore, have the forests yielded a total surplus of 24 lakhs during the last five years, but they have also provided funds from which they have been greatly improved and made more valuable. Roads have been made for the easy extraction of timber; forest depôts and rest-houses built for the storage of material and the housing of forest officers when on inspection duty; channels of streams used for floatage purposes have been improved; tow-paths formed along their banks, and booms and other like arrangements for catching the drift occasionally made.

(3) By fire-protection.

The area in which measures for fire-protection were in force in 1887 was 1,800 square miles, against 936 in 1882: while the expenditure was Rs. 36,753 against Rs. 34,727. The area, therefore, has nearly doubled, while the expenditure has been practically stationary. Half the total area of the reserved State forests in the Provinces is now under measures of protection from fire. The stationary character of the expenditure is in part due to the efforts of the department, under instructions from Government, to reduce the annual charges for grass-cutting, fire-watchers, and the like, in every practicable way, and partly to the fact that clearances of the nature of fire-lines are permanent or *quasi*-permanent, and when once made merely require a little annual attention. The precise measures adopted vary in different localities. In some forests, in order to improve reproduction, cattle are not allowed during any part of the year to graze. This is the case, for instance, in the "first class reserves" of deodár in the Jaunsár division, and in the more valuable sál forests of Oudh. In other forests grazing is allowed except in the dangerous

months, when cattle are excluded entirely. In many hill forests grazing is allowed throughout the year, but the native practice of burning the tall dry grass in order to obtain a supply of green shoots is prohibited, and the graziers are bound to exert themselves to extinguish any fires that arise. The fact has to be accepted that in the plains forests little grazing is possible from March to June unless the old grass is burnt or removed to make way for new growth. How to secure the protection of the forests without undue interference with the pastoral requirements of the people, is the question which the Government has been frequently called upon to consider during the last few years. The general solution arrived at is this. As far as possible burning should not be allowed in, and cattle during the dangerous months should be excluded from, the high forests: while in the grassy plains or savannahs, which are frequently found on the outskirts or in the heart of the forest proper, the burning should be undertaken or superintended by forest officers with due provisions as to safety.

(4) By closing to grazing.

Fire-protection, however, is not sufficient of itself to ensure the free germination of seeds or the healthy growth of young plants. To secure regular "reproduction," as it is called, large areas have been wholly closed to cattle. Figures showing the areas closed in 1882 and 1887, respectively, are not available. There has, however, been a large increase; and if the Government has not been at all times able to accept the proposals of the forest officers, it has been actuated not by doubts as to the advantages derived by the forests from closing, but by the apprehension that the requirements of the people would be insufficiently met if large areas were suddenly closed to grazing. Measures, however, have been taken to close large blocks of the more valuable sál forests in Oudh, and of the deodár forests in the Himálayas. The exhausted forests of Pilibhít and Puranpur, which are managed on principles somewhat similar to those regulating the communal forests of France, will probably also be closed in rotation, and a similar expedient is likely to be adopted in the hill forests of Naini Tal and Ránikhet, in connection with the lately sanctioned working plan.

(5) By otherwise regulating grazing.

The subject of grazing, it will thus be seen, is closely connected with the above discussed questions of fire-protection and reproduction. The rates to be charged for grazing, the number

of cattle allowed to be grazed, and the extent of the grazing area, have been repeatedly under consideration in respect of the different forests during the last five years. Wherever the forests border on habited tracts, the villagers in their vicinity have been accustomed to resort to them for grazing throughout the year or in certain seasons. To regulate these customs rules have from time to time been laid down by the Government either in connection with the revision of the land settlement, or on the representations of the local authorities. Thus in Oudh all villages within three miles of the Government forests have been granted the privilege of pasturing their cattle in the forests at specially low rates. This privilege, with other similar privileges as to timber and firewood, has been conceded during the pleasure of Government, and has not been judicially determined as a "right" in proceedings instituted under the Forest Act. In the Dún and Saháranpur divisions the Forest Department is required to provide grazing for a certain number of cattle for each village at specified rates. In Jaunsár the reserved forests have been divided into first class and second class forests; in the former, which include all the finest blocks of deodár, fir, and oak, cattle are not allowed; while in the latter the people have unrestricted rights of free grazing.

The grazing question generally.

The ordinary grazing requirements of the people living in or bordering on the forests are thus capable of satisfactory adjustment, but provision for the pastoral needs of the Province at large caused by years of drought or by the inevitable contraction of grazing-grounds in populous tracts, is a more difficult matter. The subject was considered in 1885 in connection with an inquiry made by the Government of India as to the adequacy of existing grazing-grounds, and the conclusion arrived at may be summarized as follows: The total area of Government forests in the Province is, in round numbers, two and-a-quarter million acres, of which half a million, or rather less than a quarter of the whole, are closed against grazing. In the open areas of the forests three-quarters of a million of cattle are at present grazed, one-third of them free, the remainder on payment of a very small annual fee (from six pies to eight annas per head). The average pasturage per animal grazed is in all circles a little over two acres; and if it could be assumed that the area in the closed blocks of the forests could furnish grazing on

the same scale as the open ones, they would supply pasturage-grounds for a quarter of a million more. Many of the closed forests, however, could not be opened without danger; while in others the effect of closing has undoubtedly been to reduce the grass and undergrowth, so that the total number that could be provided for would gradually be somewhat less than that estimated above. On the other hand, it does not appear that the open areas have as yet been utilized by any means to their full extent; and the closed forests need, therefore, be considered merely as a second line of reserves, to be resorted to only in seasons or localities of exceptional distress. From this point of view the grazing that can be provided in closed blocks is ample. In short, the forests of these Provinces provide an excellent grazing-ground for the tracts in their neighbourhood and an ample fodder reserve for districts within reasonable distance. The utilization to the full extent, however, of their capabilities as a fodder reserve for the Province is rendered difficult by the remoteness of their situation. Instances have been known of cattle being marched as far as from Agra to Dehra Dún for pasturage; but such cases must, in the nature of things, be rare; and the driving of cattle long distances across the Provinces in seasons of scarcity must necessarily be accompanied by very heavy mortality. There is, of course, the alternative of transporting grass from the forests to the districts where it is required; but a light and bulky article like grass cannot, unless compressed by machinery, bear the cost of carriage to any great distance. There is the further difficulty that the forest grass when it has ripened is uneatable by cattle, and that the young succulent shoots obtained by burning cannot well be cut and stored. Experiments have been made as to whether grass from the Bhira forests could find a market at Lucknow; but the only demand for it is as stable-bedding for horses, for which it is said to be suitable, as the animals do not eat it up. A successful solution of the problem has not, therefore, been found.

The improvement of forest establishments.

No material change in the constitution of the department has occurred in the period under review, though measures have been taken which should have the effect of increasing the efficiency of the establishment, especially in the subordinate ranks, and of counteracting the temptations to abuse of power which undoubtedly exist, and which often form the basis of the complaints made by the agricultural population against forest

conservation. In 1882, the superior staff, which is recruited at present in England for this and other Provinces through the Secretary of State, was re-organized, and its members thus obtained considerable promotion. In 1884 the subordinate establishment of the Central circle, and in the following year that of the School circle, were strengthened and re-graded, and similar proposals in respect of the Oudh circle are still before Government. The important features of these schemes are the improvement in the pay of rangers and foresters and the inclusion in the permanent pensionable staff of a number of persons who have hitherto been treated as merely temporary employés, though they were retained in service throughout the year. Many of these posts are of little value, and the unpopularity which attaches to service in the forests, owing to the arduousness and unhealthiness of the work, was naturally increased by any uncertainty as to permanence of employment and pension. The question of securing men of respectability and intelligence for service as rangers has received much attention, and the Forest School at Dehra Dún, which is under the control of the Government of India, is being utilized for the training of rangers and foresters. In three years' time a large number of these officers will, it is expected, hold certificates of the school; and as this class increases, considerable improvement in the details of forest administration may be looked for. It is desirable that forest rangers, who in that rank cannot hope to rise to more than Rs. 150 a month, should be encouraged to hope for advancement to the higher grade of Sub-Assistant Conservator. Three of the four Sub-Assistant Conservators in the Province are natives, and one of them during the last few months has held charge of a division. Under the present regulations for the recruitment and training of the superior staff in England, the promotion of a Sub-Assistant Conservator to the grade of Assistant Conservator is virtually impossible; but some modification of the rules, with a view to provide a career for natives of India, who should study forestry in India, seems highly desirable. Sir Alfred Lyall pressed this point upon the Government of India some time ago, and he has since commended it to the notice of the Public Service Commission. The Forest School at Dehra might be made to provide the training; and the Lieutenant-Governor is convinced that there are no such special features in forest administration as disqualify natives of this country from gradually attaining to the more responsible offices.

CHAPTER VIII.

SEPARATE REVENUE.

Income-tax.

DURING the first four years—from 1882-83 to 1885-86 inclusive—the license-tax was in force: under the provisions of Act II of 1878 as amended by Act VI of 1880. The net collections during these years averaged Rs. 11,45,000 per annum.

In the following year, 1886-87, the income-tax, under Act II of 1886, came into force. In this, the first year of its working, the gross receipts of the tax amounted to Rs. 21,86,000: an increase of Rs. 9,76,000 over the results of (Rs. 12,10,000) the previous year's license-tax. The charges were Rs. 94,000, against the Rs. 59,000 of 1885-86: so that the net realizations were Rs. 20,92,000 and Rs. 11,51,000, respectively, the increases averaging 71 per cent. in the North-Western Provinces and 152 per cent. in Oudh. The figures were obtained partly from the Accountant-General and partly from the Board of Revenue, which was vested with authority to administer the tax (subject to the control of Government) in both the Provinces. The tax on salaries, pensions, and annuities realized over Rs. 2,66,000: that on interest of securities or bonds amounted to Rs. 30,000: these figures were supplied by the Accountant-General. The most important figures were those showing the returns from "other sources," under part IV of the second schedule of the Act: with 65,358 assessees, and a total realization of Rs. 17,24,000, reduced subsequently to Rs. 16,87,000 after the hearing of appeals from the assessments. A considerable number of objections—over 30,000 in all—were filed: but great numbers of these were apparently made with the object rather of protesting generally against the enhanced demand caused by the change of tax, than against the actual assessment. Coercive processes were very sparingly resorted to: there were only four cases of prosecution and 159 sales of property. The general incidence of the tax was as follows: in every 1,000 of population, two persons were assessed: the amount assessed per 1,000 was Rs. 42: while the average assessment on each person was Rs. 27. As regards the percentages of the assessees in the various classes—from under Rs. 750 to over Rs. 5,000—the general result was that there were 86 assessees under Rs. 2,000 to every 11 over that amount—the

balance being composed of persons holding official salaries and Government securities. Assessees with under Rs. 750 per annum monopolized 54 per cent. of the list. The results of the first year of the Act may be regarded generally as sufficient.

Stamps.

The Stamp Department calls for no remarks. Its working, during the five years, from 1882-83 to 1886-87 inclusive, was normal. The figures connected with it have been referred to in the chapter dealing with Provincial finance.

Excise.

The subject of Excise has been one of special interest during the last five years. The basis of the income, for the purpose of the Provincial contract, was put at a total of Rs. 38,30,000 : but the actual figures have been as under :—

	Rs.
1882-83	47,52,000
1883-84	51,90,000
1884-85	52,44,000
1885-86	55,60,000
1886-87	57,78,000

It will be observed that the basis was largely exceeded in every one of the five years concerned : the average excess being no less than Rs. 14,75,000. The charges amounted to about Rs. 1,15,000 per annum.

The six chief heads of revenue are those specified below : the figures placed opposite them indicate the yield and percentage for the last year of which the figures are available—that ending on 30th September, 1886 :—

	Lakhs.	*Percentage.*
Still-head duty on country spirits ...	20·3	36·
License fees for sale of country spirits ...	13·3	25·5
Outstill licenses	4·	7·2
Farming tracts	2·	3·6
License fees for sale of hemp drugs ...	6·	10·6
Opium, madak, and chandu	6·4	11·3

The most marked increase during the past five years is found in the receipts from still-head duty on country spirits manufactured under the ordinary distillery system, and in license fees for vend thereof : the figures of which (with outstill receipts) are the following :—

	Still-head duty.	*License fees.*	*Receipts from outstills.*
	Rs.	Rs.	Rs.
1882-83	11,64,000	7,97,000	4,72,251
1883-84	16,08,000	10,05,000	5,54,734
1884-85	17,96,000	11,25,000	4,00,324
1885-86	17,90,000	11,04,000	4,09,160
1886-87	20,29,000	12,88,000	3,82,000

It will be observed that under the first two classes the revenue of 1886-87 exceeded that of 1882-83 by Rs. 13,56,000; while from outstill licenses, which yielded Rs. 4,72,000 in 1882-83 and Rs. 5,55,000 in 1883-84, the realizations of the last three years of the period averaged about four lakhs only: the area under outstills having been much diminished.

The remarks that follow explain generally the principles on which the excise administration has been conducted, and point to the causes which brought about the main results.

Whether the gross results are compared, or the details of district by district, or the several items which compose the excise revenue, it is clear that there has been a very general and marked increase of excise revenue. It has been a matter of careful inquiry and consideration whether this increase, which has proceeded steadily during these five years, is the legitimate consequence of advancing prosperity and improved administration; or whether it has been attended with any remarkable extension in the habits of drinking, that can be ascribed to defects in the excise system—whether, in short, there has been any tendency to encourage the consumption of spirits or drugs for the advantage of the revenue. As the increase of revenue has been greatest from country spirits, and as the administration is most closely concerned with this branch of excise revenue; as, moreover, intoxication and its demoralizing effects are more open to observation when caused by the excessive use of country spirits than when resulting from the abuse of drugs: it is chiefly to the consumption of this class of spirits that attention has been directed, although chandu, gánja, and opium—the use of which is much more limited—are admitted to be intrinsically more deleterious in their effects.

The excise systems in operation in these Provinces may be briefly summarized as under:—

(*a*) the farming system;
(*b*) the outstill system;
(*c*) the distillery system;
(*d*) the modified distillery system.

For many years prior to 1863 the farming system was practically the only one in force as regards spirits in the North-Western Provinces; and in 1861-62 the revenue from country spirits reached a sum of over 17 lakhs. In 1863, the farming system

was abandoned and the distillery system substituted; when the revenue fell from 17 to 10 lakhs, and varied little from this lower amount till 1875-76, when the figures rose to nearly 13 lakhs. Further improvement was checked by the famine of 1877-78, when the revenue fell to 9½ lakhs. The two following years showed a progressive improvement; in 1880-81 the revenue was over 16 lakhs, and in the following years it increased largely and steadily. The mistakes that were at first made in the earlier management of the distillery system are obvious enough. Too many distilleries—ill-built, ill-guarded, and ill-supervised—were established throughout the country. Incessant changes were made, and no one plan had a fair trial. The still-head duty rose and fell; license fees were sometimes fixed, sometimes sold by auction. No effective control was maintained over the distillery establishment, owing to a vicious system of account and the want of effective supervision; and there were good grounds for believing that a great deal of liquor passed out of the distilleries without paying duty. The real difficulty obviously lay, not in the distillery system itself, but in the obstacles to its strict and honest management. In a town, and under the immediate supervision of the officer in charge of excise, this system usually works well; but it has failed as a rule to compete with the contraband trade in outlying tracts, and wherever the nature of the country or the habits of the people hinder close superintendence.

The method of administering the excise which is most open to attack, upon the ground of its liability to stimulate the consumption of liquor, is the outstill or farming system. It is, therefore, of some importance to observe that the large increase in the excise returns, which has taken place of late years, is upon the liquor issued from the regular distillery, according to a method which certainly allows the full pressure of the tax to be imposed on consumption, and is thus best adapted for restricting it. From a reference to the number of gallons issued by the regular distilleries during the fourteen years from 1872-73 to 1885-86, inclusive, it appears that the totals for the united Provinces exhibit a progressive increase up to 1876-77, a sudden fall in 1877-78 (a year of drought), and a rapid recovery afterwards; until, in 1885-86, the issues are nearly 105 per cent. in excess of those of 1872-73.

Although the consumption of spirits has increased considerably during these years, still the total consumption is by no means

absolutely large. It amounts to little more than one pint for each adult male in the North-Western Provinces, and about three pints in the year for every adult male of the acknowledged drinking castes; the amounts for Oudh being, respectively, something under half a quart and two and-a-half quarts. A great deal of the increased consumption is undoubtedly due to the substitution of duty-paying for illicit liquor, and is therefore more apparent than real. Nevertheless there seems to be no reason to doubt that an actual increase of consumption has taken place in some districts; and in so far as this is due to advancing prosperity on the part of the people, it is no more than might have been expected, nor could it have been prevented—even if prevention at this stage had been considered desirable—by a different administration of the excise. Much must be attributed to the diminished price of liquor (brought about by the greater cheapness of the materials used) and to the improved condition of the people. Regarding this latter point it may be observed that there is a consensus of opinion, on the part of officers best fitted to judge, as to the marked improvement in the condition of the working classes within the last few years.

It is obviously of importance to the Government that no portion of the excise revenue should be sacrificed unless there are clear grounds for believing that the system under which this revenue is raised encourages, or neglects to control, increased consumption. In those districts where, for various reasons, the distillery system fails to realize a revenue proportional to the population, the means, and the probable actual consumption of the drinking classes; the outstill and the farming systems are the only methods, however imperfect, whereby any taxation can be laid—or any limit be placed—upon the manufacture of spirituous liquor, which would otherwise pass into the hands of the contraband trade. Much attention has been paid during the last five years to the investigation and analysis of the causes to which is to be ascribed the great increase of revenue that everywhere follows the substitution of outstills for the sudder distillery system. It seems to be clear that the outstills put an end to contraband trade; and that the profits of that trade pass to the licensed stills, which are thereby enabled to pay larger sums to the excise. On the other hand, it is probable that the consumption of licit liquor is really stimulated by the outstill system, not only because the

liquor is cheaper, but because the outstiller is more interested in extending his sales than the distiller under the regular system. The explanations given of the sudden expansion of revenue that usually follows the introduction of the outstills are still far from complete; but on the whole it must be admitted that the increase of receipts represent some considerable degree of increased consumption, and that the authorization of shops facilitates access to liquor; while the absence of the close and accurately regulated control over the taxation of liquor, which is the characteristic of a properly arranged system of taxing the gallonage at distilleries, is evidently detrimental.

For these reasons, the right policy appears to be to treat the outstill system entirely as a resource for the prevention of, and self-defence against, the contraband trade: to be brought into operation when there is no other so effectual a method of defeating it. Ordinarily, therefore, it has been decided that in the interior of the Provinces and in districts that present no abnormal difficulties, the proper course is gradually to withdraw the outstills, and to re-introduce the sudder distillery system, accompanied with improved and strengthened administration. Better built head-quarters distilleries, better paid and stronger establishments, the organization of a detective agency, and the punishment of offences against the excise law in a manner to be effectively deterrent; all these measures have been determined on, in order to give the sudder distillery system every chance and advantage over frauds, evasion of duty, and illicit manufacture. In pursuance of this policy—which has been steadily pursued during the last five years—a very considerable restriction of the outstill area in the interior of the Provinces has been made, leaving the outstills so ranged along the outer tracts as to guard the frontier and the wilder districts. Further, a large number of outlying distilleries (about 40 in all) have from time to time been abolished, in accordance with the approved principle of supplying liquor when possible only from distilleries situated at places where they can be effectively supervised; while efforts have been made to supply every district with a head-quarters distillery capable of meeting the legitimate wants of the people.

The considerable increase during the last few years in the revenue from drugs (gánja, bhang, and charas), notwithstanding an enhancement of duty on the drug imported from Bengal, is

obviously due to increased competition, and more especially—in the eastern districts—to the efforts made to break down the extensive monopoly that prevailed. The location of shops has been regulated as far as possible; and their number has been largely curtailed—during the last year (1885-86) no fewer than 1,028 were closed. As regards *chandu*-smoking: it is impossible, under present circumstances, to make the private use of chandu penal, but the public use of it has been persistently discouraged in every way. New licenses are not now granted without careful inquiry as to the need for them, in order to prevent the opening of illicit shops; and the number of shops has been reduced to the lowest possible scale. The vend of chandu has been put under regulations as rigorous as the law will permit; the number of shops has been closely restricted; and it has been ruled that a chandu shop shall only be licensed where local circumstances render it tolerably certain that its place would otherwise be supplied by contraband trade—the loss of income which is necessarily involved in carrying out this principle having been accepted as essential in the interests of sound administration. It is noteworthy that only 112 such shops were open in 1885-86—against 324 two years previously, and that in many districts no chandu shops now exist.

The average incidence of the gross excise revenue per head of the population may be put at about 1·9 annas in the North-Western Provinces and 2·2 annas in Oudh. Allowance must be made of course for the increase of population, which detracts yearly from the value of the census statistics of 1881, on which the above incidence is calculated; but the figures sufficiently represent the actual facts to enable it to be stated that the demoralization sometimes alleged to have been occasioned in British India by the excise laws of recent years is not to be found in any appreciable degree in these Provinces. Such allegations are very rarely based upon accurate knowledge of the facts, past and present, that bear upon a very difficult question; and while little close inquiry is made into the real habits of the people in the earlier days of British administration, the extent to which drinking now prevails among the people at large, who are remarkably sober and temperate, has been much exaggerated. On the other hand, it is the duty of every civilized Government, in India as in Europe, to make its excise system a check on intemperance. One solution of the problem may

possibly lie in the direction of counteracting, through the agency of tea, the taste for alcoholic liquors and intoxicating drugs which seems inveterate among certain sections of the labouring community. The general effect of the excise laws has been to diminish the facilities for obtaining such stimulants, and to place frequent indulgence in them beyond the reach of the poor man's pocket. Nevertheless among certain classes of the population the craving for some sort of stimulant is too strong for excise regulations; and an attempt has accordingly been made in these Provinces, though as yet with but little success, to establish in the larger cities tea-shops on the model of the tea and coffee shops that are found in all the neighbouring Asiatic countries. The subject at first sight seems somewhat remote from the administration of Indian excise; but the experience of European countries has shown that it has in reality a very close connection with it.

It is worthy of mention that in 1885 it was decided that the incumbent of the Benares Opium Agency should in future, except with the previous sanction of the Government of India, be selected from the covenanted staff of the North-Western Provinces and Oudh: the selection and appointment resting with the Government of Bengal—but after consultation and in accord with the Government of these Provinces. This arrangement was specially intended to rectify the anomaly under which the charge of this important department rested with an officer who was necessarily ignorant of the districts under the Benares Agency.

CHAPTER IX.

THE ADMINISTRATION OF JUSTICE, REGISTRATION, JAILS, POLICE, AND SANITATION.

Criminal Justice—General statistics.

During the period under review the number of criminal cases brought to trial has increased from 125,901 in 1882 to 135,825 in 1883. The increase, however, is chiefly in respect of comparatively venial offences against municipal and cantonment regulations, the enforcement of which tends to become more strict with the progress of sanitary and other like measures. The general percentage of crime both in Oudh and in the North-West-

ern Provinces is low, and the number of persons convicted is less than 26 in every 1,000 of the population. That there is very little heinous crime is shown by the fact that in 15 out of every 16 cases of conviction the punishment is for a short term of imprisonment, or whipping, or fine, and in one-sixteenth only it is found necessary to inflict imprisonment for terms exceeding six months. In 1886 there were 69 capital sentences, or less than 1·6 to every million of the population.

The unpaid Magistracy.

Considerably more than a quarter of the cases brought to trial are now disposed of by the unpaid magistracy, sitting either as benches in the towns or singly in the rural districts. In 1886 the number of cases disposed of by Honorary Magistrates sitting as benches amounted to 18,913: and sitting singly, to 11,951. In the North-Western Provinces especially the work done by benches has increased in a very marked manner, the number of cases disposed of by them having risen from 2,270 to 14,115 within the last four years. The benches at Lucknow and Cawnpore decided 2,160 and 2,163 cases respectively in 1886, and in nearly every large town throughout the Provinces an important share of the criminal work was disposed of by the same agency. Of 108 municipalities existing in the united provinces, 45 have benches of Honorary Magistrates. In ten instances the jurisdiction of Honorary Magistrates extends throughout a whole district, and in five other cases throughout the owner's entire estate. The quality of the work is generally good, and the assistance rendered to the administration has been very considerable. In 1885 further steps were taken, after reference to local officers, to increase the magisterial powers of the benches whenever they were found to be working successfully. In the more important towns they have been invested in their corporate capacity with the powers of a Magistrate, second class; with powers of summary trial, and with authority to take direct cognizance upon complaint or police report of certain offences. Selected Honorary Magistrates have also been invested with the powers of a Magistrate of the first class, for the disposal, when sitting as benches, of cases of public nuisance and of maintenance of wives and children. Steps have also been taken for the improvement of the accommodation of the honorary benches in some of the larger towns, and for a moderate strengthening of the ministerial establishments whenever an increase in the quantity or importance of

the work might require it. The system of trial by jury for certain classes of cases was tentatively introduced in 1885 in the Sessions Courts of Allahabad, Benares, and Lucknow. During 1886 79 cases were tried with the assistance of juries, and in 66 of the cases so tried the verdict of the jury was accepted by the Judge. The experience of its working up to the present time justifies a continuance of the measure; but it would be premature at present to consider any proposals for its further extension.

Appointment of a Public Prosecutor and Legal Remembrancer.

In 1883, with a view to making more complete arrangements for the representation of Government in criminal work, Mr. Hill, a Barrister of the High Court, was appointed Public Prosecutor. In all important cases the Public Prosecutor now appears in person; in less important matters the Government is represented by the Government Pleader. In 1884 the whole of the arrangements under which the legal business of the Government is conducted were revised. From 1876, when the last Government Advocate died, up to 1884 the duties of that post had been conducted by the Government Pleaders, of whom the junior managed the criminal, and the senior, subject to the supervision of the Board of Revenue, the civil work. For this system, which was manifestly unequal to the present requirements of the courts, a Legal Remembrancer has been substituted, whose duty it is to devote himself exclusively to the legal business of the Government, and to watch and control litigation. The administration of the department since its creation has been satisfactory, and the Government has derived much advantage from being able to command the services of an official adviser on legal questions. The general supervision of the litigation in the Court of Wards in Oudh has been entrusted to him, and rules have recently been framed which enable municipalities to consult him in all legal business in which they are concerned.

Civil Justice—General statistics.

Civil litigation in the Provinces has not materially increased during the period under review. The number of suits instituted in 1882 was 145,574 and in 1886, 156,308. Relatively to the population, the number of suits is much larger in Oudh than in the North-Western Provinces, though the average value of each suit in the latter Province is about double the average value of suits in Oudh. About one-third of the suits in Oudh are for sums less than Rs. 10.

Contemplated extension of High Court to Oudh.

The accumulation of heavy arrears in the Chief Court of Oudh during 1884 necessitated the appointment for six months of a Special Judicial Commissioner. It was, however, apparent that some permanent and organic change in the system of administering justice in the Chief Court of Oudh could not be much longer postponed, and that the question would lead to the ultimate amalgamation of the highest tribunals in the united Provinces. The responsibilities of the Chief Criminal and Civil Court of an important Province were too heavy to be vested in a single Judge. The work of the Judicial Commissioner was steadily increasing in quantity and importance, and the increasing number of decisions appealed to the Privy Council indicated that his court was no longer able to command, as an institution, that degree of confidence which its powers and its position require. During the period 1875 to 1879 the annual average value of the subject-matter of litigation in the civil courts of Oudh was 65 lakhs of rupees, while in the period 1880 to 1884 it rose to 94 lakhs. Within the last 10 years nearly as many appeals had been appealed to the Privy Council from the 12 districts of Oudh as from the 36 districts of the North-Western Provinces. The conclusion that no officer, however able and energetic he might be, could do justice to the work, was strengthened by further experience in 1885-86; and in the latter year a scheme was formulated for extending the present limits of the jurisdiction of the High Court at Allahabad, and of establishing in permanent residence at Lucknow two of the Judges, to constitute a divisional bench of the Court, and to take under their direct charge the work which had hitherto devolved upon the Judicial Commissioner. Proposals to this effect have been submitted to the Secretary of State for India for sanction.

Registration of assurances.

Registration of documents is so closely connected with the subject of civil justice, that it may properly be noticed under the same general head. During the period under review there has been a fair measure of increase in the number of documents registered, especially in the case of optional registrations affecting both moveable and immoveable property in the North-Western Provinces, and immoveable property in Oudh. This may be accepted as an indication that the registration offices are gaining in popularity. Up to 1884 registration in the North-Western Provinces had been conducted by the officials of the Revenue De-

partment, Tahsíldárs being *ex-officio* sub-registrars. It was considered that the time had come for relieving this class of heavily-worked officials from this duty, and making it over to special officers, as was the practice in Oudh. Rules accordingly have been introduced to give effect to this principle, though the change can only be accomplished gradually as promotions in the ranks of Tahsíldárs allow the emoluments attached to registration to be transferred to special registrars without reducing the incomes of the present incumbents. The new officials will be remunerated partly by fees and partly by a small fixed salary, and it is thought that retired servants of Government, who, though unfit for active duties, are especially qualified from their position and experience to inspire confidence as registrars, may in many cases be appointed.

As the statistics of registration in Oudh showed that registered sales of land in the North-Western Provinces are about twice as numerous, per thousand of the population, as in Oudh, while the number of mortgages is about the same, a special inquiry was made in 1885 into the causes of the difference. Returns extending over a period of ten years, and comprising nearly 70,000 transactions, proved that the number of mortgages in Oudh which result in sale is only a very small and unimportant fraction of the total number effected by any class in the community. The great majority of mortgages do not result in sale. This is a valuable piece of evidence as to the general improvement in the condition of the agricultural classes of Oudh—an improvement which is otherwise borne witness to by the ease with which the land-revenue is now collected, and the diminished resort by Taluqdárs to coercive measures in dealing with under-proprietary bodies on their estates.

Jails—General statistics.

From 1878 to 1886 there was a steady diminution in the jail population, which may probably be ascribed to the general diffusion of prosperity throughout the Province. In 1886 this decrease, however, was arrested, and the number of prisoners rose by about 4½ per cent., from 73,788 in the 12 months ending 31st December, 1885, to 77,313 in the 12 months ending 31st December, 1886. An analysis of the returns of convictions for the latter year indicates a certain amount of distress among the lower classes, and both the autumn and spring harvests of 1886 undoubtedly yielded considerably less than a full average outturn.

There was at the same time a slight rise in the price of staple food-grains, and though there was nothing approaching to general distress, the combined causes perhaps explain in some degree the increase of crime. During the present year the jail population has been exceptionally diminished by the release of a large number of prisoners in connection with the celebration of the Jubilee of Her Majesty the Queen-Empress. Ten per cent. of all the convicts under sentence whose conduct had been good, and whose release was not likely to give rise to professional or other serious crime, were released; also all convicts, male or female, the term of whose sentences would have expired on or before the 20th June, 1887. The number so released was in all 6,471. Remissions of sentence to the rest of the jail population were also granted to the extent of a month's remission for each year of imprisonment passed in jail.

The following detailed statistics for the year 1886 may not be without interest. On the 1st January, 1886, there were 16,958 male and 894 female convicts in jail, besides 1,290 under-trial prisoners and 211 civil prisoners. During the year 40,810 male and 2,643 female convicts were received by the jails, and 39,407 male and 2,684 female convicts were discharged. On the 31st December the jails contained 18,361 male and 853 female convicts, besides 1,340 under-trial prisoners and 209 civil prisoners. Forty thousand nine hundred and twenty-five under-trial prisoners were received during the year and 40,875 discharged, and 2,238 civil prisoners were received and 2,240 discharged. On these figures the total number of persons confined in the jails during 1886 was 105,969. But after making corrections for double entries on account of prisoners transferred from and to jails, and for under-trial prisoners subsequently convicted, the true jail population of the year is found to be 77,313. The gross expenditure amounted to Rs. 8,35,194: the earnings to Rs. 2,74,237: and the net expenditure to Rs. 5,60,957. The net cost per head, on a daily average of 19,554 inmates, was Rs. 27-13-0, and the gross cost Rs. 42-11-0. Of the gross cost Rs. 14-5-0 was spent on rations, Rs. 23-2-0 on establishments and guards, Re. 1 on hospital charges, Rs. 2-4-0 on clothing, and Rs. 2-1-0 on contingencies. Considerable attention of late years has been given to revising the dietary scales with a view to the strictest economy compatible with the health of the prisoners,

and in 1886 the cost per head, despite somewhat higher prices, was Re. 1 less than in 1883. Economy in clothing has, if anything, been carried too far, and in 1886 the expenditure was slightly increased with the approval of the Government.

Re-building of central jails by convict labour.

During the period under review the central prisons of Bareilly, Benares, and Fatehgarh have been largely extended and improved at considerable cost. Most of the building has been carried out by convict labour, with great advantage both in economy and in the rapidity with which the works have been executed. No really skilled labourers were withdrawn from intra-mural industries, though the scale on which the latter have lately been prosecuted has naturally diminished. With the completion of these extensive building operations the difficulty of providing any other out-door occupation for prisoners will again make itself felt. Several attempts made to obtain extra-mural employment on a large scale have not been attended with commensurate success. At one time employment on the Betwa canal works seemed possible: but the unhealthiness of the tract in which it would have been necessary to locate the prisoners compelled the abandonment of the scheme. In a number of places extra-mural work of a desultory and temporary description has from time to time been undertaken; but the objections to employing prisoners in this manner are evident. Fortunately the restrictions imposed some years ago by the Secretary of State on the introduction of intra-mural jail industries on a large scale have recently been relaxed, on condition that injurious competition with private capitalists is avoided, a proviso to which much importance has been attached by this Government. There are, however, several useful and profitable manufactures which can be pursued without infringement of this principle in this Province in its present stage of industrial development.

Solitary cells.

The improvements effected in the accommodation and arrangements of the central prisons in the North-Western Provinces have enabled sentences of solitary imprisonment, when inflicted by the courts, to be carried out more effectually than was formerly possible. This form of punishment is inflicted more often in Oudh than in the North-Western Provinces. It was supposed at first by Government, when this difference of practice came to light, that the insufficiency of solitary cells in the jails of the North-Western Provinces had brought about a

disinclination on the part of judicial officers to inflict a sentence which it might be impossible adequately to carry out. Detailed inquiry has, however, shown that there is ample room in most of the jails for any sentences of this description likely to be passed. At all the central prisons, except Benares, the cells are numerous, and there can no longer be any doubt of the capacity of the Jail Department to give due effect, by transfer if necessary, to any sentences of solitary confinement that may be inflicted. It has now been made generally known that there is no longer any obstacle from want of accommodation, and that solitary confinement is considered to be one of the most deterrent of the regular methods of punishment.

Jail discipline.

The discipline of the jail population compares not unfavourably with that of other Provinces. The average incidence of jail offences in 1886 was only 34·53 per cent. on the daily population, compared with an average incidence of 121·2 in the whole of British India. The proportion of corporal punishment to the average population is 4·46 per cent., and the small number of cases in which it is found necessary to inflict punishments of any kind may be taken as evidence that it is not used too frequently. Petty whippings have also steadily decreased. The imposition of fetters, except under a written order by the Jail Superintendent, has been forbidden, and they are not now employed as a punishment or except when necessary for safe custody.

Good conduct rules.

In 1882 the subject of the remissions of imprisonment for good conduct was taken up by the Local Government, as it appeared that important differences existed in different jails in the manner in which these were allowed. The privileges of the good conduct rules were extended to habitual criminals; and the rules generally made more liberal. Before, however, effect could be given to the new rules, a complete code on the subject was received from the Government of India, which eventually, with a few modifications, was adopted throughout the Province. The code had, however, to be supplemented in many matters of detail by subsidiary instructions, and in consequence was not practically applied till the middle of 1885. A much larger number of prisoners now earn remission of sentences than was the case under the previous system. The new rules apply to habituals as well as to other convicts, and prisoners under sentences of two years' imprisonment, who

formerly were practically excluded from all benefit, are enabled under the present method of awarding marks to gain remission. Prisoners now begin to earn marks at the commencement of the calendar month after their incarceration instead of having to wait for six months; no difference is made, as formerly, in the awarding of marks in the first and second year of imprisonment; and every remission of one day is now credited to the convict as it is earned. Formerly those who failed to earn sufficient marks to qualify for the full amount of remission obtained no marks at all. The remission of sentence carries with it a gratuity, representing a portion of the profit which has been realized by the prisoner's labour during his detention, and this frequently amounts to a sum sufficiently large to afford him substantial assistance in commencing an honest course of life after he has left jail. These combined incentives have their natural influence on the conduct of the prison population, and the reformed system appears to be doing well. Sir Alfred Lyall attaches much value to it, and has endeavoured during the last two years to promote its careful working and development.

Habitual criminals.

The privileges of the good conduct rules have been conceded, as above remarked, to "habitual criminals," in the hope of giving some motive for industry and steadiness, and facilitating the maintenance of discipline amongst this troublesome class of convicts. The definition of the class has also been under consideration, and instructions issued for the guidance of Magistrates and Superintendents of Jails in classifying criminals as habituals.

Juvenile prisoners.

The reformation and instruction of juvenile prisoners while in jail, and the providing employment or protection for them on their release, are questions which have had careful and personal attention. The establishment of a central reformatory for this class of prisoners has been long under discussion; but the heavy cost of making any such institution really effective and complete has hitherto interfered with the realization of the project. Proposals are now being worked out by the Inspector-General of Prisons. Pending the establishment of a special institution, such measures as are found possible are taken to prevent the contamination and improve the characters of juvenile prisoners. Boys proved to be habitual thieves are, in order to be kept entirely separate from juvenile convicts of a less distinctly marked criminal character, confined in one central prison: while

the remainder, except in cases where the term of imprisonment inflicted is short, are subjected to special discipline, employment, and instruction in a separate ward of one of the central prisons. The attention of Magistrates has also been called to the expediency of awarding whipping more frequently as a punishment in the case of juvenile offenders. The problem of obtaining employment for juvenile convicts on their release has proved more difficult to solve. Most of the boys have parents and guardians, and the local officers are instructed to see that, on release, they are sent to their homes or that some responsible person receives them at the jail door. A good many children, however, belong to wandering or criminal tribes or to vagrants, or have lost their parents; and of this class the reclamation, after the expiry of their sentence, is most difficult. There is, indeed, a law, though it is practically obsolete (Act XIX of 1850), which enables a Magistrate to bind such children as apprentices. But artizans or craftsmen will very rarely undertake the care of children with such antecedents; while the social system of India which divides crafts into castes, seriously limits the opening for the employment of houseless, and perhaps casteless children. The introduction into Upper India of large manufactories under European superintendence may give a better chance of providing these boys with a livelihood.

Minor matters.

Among other minor matters which have been dealt with during the period under review, may be mentioned the improvement in the mode of selecting convicts employed as prison officers: the formation of educational classes: the regulation of the despatch of released female convicts to their homes: the revision of the dietary scales with the object of enforcing economy and reducing expenditure: and the closing of a number of lock-ups under the Magistrates, where the discipline and management were necessarily inferior to that in the jails. Generally, Sir Alfred Lyall is well satisfied with the standard of discipline and economy which has been maintained by the jails in these Provinces; and which has been chiefly due to the excellent administration of two most capable Inspectors-General of Prisons. The financial management of the jails has received the favourable notice of the Finance Commission, while the efficiency of the discipline is attested by the good conduct and low incidence of prison offences recorded by the Jail Superintendents.

The Police —Constitution and discipline of the force.

An important change in the constitution of the police force of the Provinces during the period under review was made in 1885. The strength of the force was then reduced by 386 men, but the cost increased by 2¼ lakhs of rupees: one and-a-half lakhs of this large addition to the charges being due to the transfer, in connection with the scheme of local self-government, of a large force of municipal police from municipal to provincial revenues. The pay of the lowest grade of constables was also raised from Rs. 5 to Rs. 6, and a superior grade on Rs. 8 created, to which men who deserve advancement, but who are not fitted for the rank of head-constable, can be promoted. The pay of the mounted constabulary, or *sawárs*, was similarly revised. This amelioration of the condition and prospects of the men has already been of some use in securing for the service a better educated and more intelligent class. But an important question in respect of the arms and drill of the force still awaits settlement. It has been strongly represented to the Government that the weapons of the district reserves of constabulary are of an antiquated pattern, and that insufficient time and attention is devoted to drill and discipline; and during the last year the Government has carefully considered how these defects may be remedied. Sir Alfred Lyall is himself in favour of improving the armament and the organization of the force at moderate cost and without changing its civil character, but he has been obliged to leave the consideration of ways and means to his successor.

Village police in Oudh.

Another question which has been under inquiry and discussion, although its final solution has yet to be found, is the condition of the village chaukidárs of Oudh. In Oudh the indigenous system under which the chaukidár is practically the villager's or the proprietor's servant, and is remunerated by a grant of rent-free land, is still in its essentials in force. It has so far, indeed, been departed from by the authority given by Government to district officers to bring upon a separate list any chaukidárs whose *jágírs* are proved to have been taken from them by the landowners or to be insufficient for their maintenance. In such cases the Deputy Commissioner realizes a cess from the village, sufficient to give the chaukidár a monthly salary not exceeding as a maximum Rs. 3, and sees that he henceforth receives his wages regularly. In some districts the process of substituting cash payments for land through the voluntary action

of the landowners appears to have been largely carried out, while in others the old *jágír* system still exists, and district officers have been asked to report precisely how matters in this respect stand in their several districts. The Lieutenant-Governor has been strongly impressed with the inadequacy of the remuneration received under the present system by chaukidárs in Oudh, and he considers that until their position is improved by reducing their numbers and increasing the stipends of individuals, and by making cash salaries the universal rule, the village police of Oudh will compare unfavourably with that of the North-Western Provinces.

Character of crime throughout period.

The period under review is marked by a gradual decrease in offences against property, due, no doubt, to a succession of good harvests and to good wages and low prices. Crimes of violence against the person, on the other hand, have slightly increased, though the increase is not sufficiently marked to call for comment. Professional crime, for some years back, has shown a steady and highly satisfactory decrease. Sustained and systematic exertions have been made to investigate robberies by poison and by gangs of habitual associates, and have been attended by success. The Provinces in 1884 suffered from a series of dakáitis committed by two armed bands which crossed the border from Native States. In a few months, however, the police succeeded in hunting down and dispersing the bands, and during the last two years serious crime of this description has been very slight. Offences committed by professional poisoners have been very successfully dealt with, and this grave form of crime has now much abated. During the last two years the necessity of systematizing the special proceedings for the repression of cattle-theft, which had hitherto been carried out in a desultory and unconnected manner, was carefully considered. It was decided, in the first place, to fix definitely and precisely upon those parts of the Province where cattle-lifting was practised in an organized fashion and as a professional crime: this done, the next step was to arrange and carry out concerted operations controlled by a central authority and adapted to the circumstances of the different localities. Substantial progress has been made in carrying out these measures, a practical and searching inquiry has been instituted from district to district, and the tracts of country over which organizations for cattle-theft exist have been broadly defined and the

agency employed for lifting cattle and for concealing, removing, and disposing of them, has been to some extent ascertained. The information has still to be completed, and a central system of prevention and detection organized.

The Muharram and Rámlíla celebrations.

The synchronous occurrence during the last few years of the Muharram and Rámlíla ceremonies has necessitated considerable precautions in many districts with a view to avoid collisions between Muhammadans and Hindús. The police, on the whole, have behaved very creditably, and in only one town (Etáwah) has a serious riot occurred. The Muharram and Daschra celebrations passed off in 1887 with perfect tranquillity, and similar difficulties from the clashing of important Hindú and Muhammadan festivals will not recur during the next 20 years. Upon the question which has been raised by some of these disputes, as to the present state and tendency of the relations between Hindús and Muhammadans, there seems to be no ground for serious apprehensions. It may be observed, however, that though there is no marked outward change in the attitude of the two religions to each other, and though they still draw off native society into two opposite camps, the softening of manners and the spread of pacific habits and subordination to the law, which undoubtedly characterize the present as compared with the preceding generation of Upper India, are gradually mitigating the acrimony of religious antipathy and diminishing the risk of violent outbreaks. The influence of bigoted or fanatic leaders on either side is decreasing, though still in a measure existent, and the competition between educated and ambitious men of either class which is superseding it belongs to a different and much more enlightened order of ideas.

Infanticide.

Operations under the Infanticide Act are being gradually contracted, as evidence exists that the repressive measures taken by Government during the last fifteen years have had a marked and, it is hoped, a permanent effect on native usage in this respect. There is reason to believe that, in the families still retained under surveillance, infanticide is now successfully prevented, and that in Oudh and throughout the eastern districts of the Province, where the Rájputs are less grouped in clan villages and are more subject to the public opinion of their neighbours, the practice is now dying out. It may be mentioned that in Oudh the Act has never been introduced, though by

means of executive measures the police and district officers have exercised a fairly efficient and continuous surveillance over suspected clans and villages. An inquiry is being made as to the advisability of extending to Oudh the Act and the rules in force in the North-Western Provinces, but it is by no means certain that this is necessary.

Criminal tribes.

The Criminal Tribes Act is in force in the districts of Lalitpur, Etah, and Gonda, the tribes under its operation being the Sanauriahs in the first, the Aheriahs and Haburahs in the second, and the Barwárs in the last. These low-caste nomadic tribes, though numerically insignificant, are here hereditary thieves and robbers, and the object of the special law enforced against them is, in the first place, to enable the police to keep itself informed of the movements of the proclaimed families; and, secondly, to empower the Government to locate them in some particular spot with the view to their reclamation. In Lalitpur, fairly successful efforts have been made in settling the Sanauriahs as cultivators. In Etah, however, the provisions of the Act have been inefficiently enforced, and in Gonda its introduction is only of recent date. In two other districts (Gorakhpur and Moradabad) special efforts have been made without calling the Act into force to reform the predatory aboriginal tribes of Doms and Bhatus which are found there, by settling them on land, and otherwise securing employment for them. In Moradabad the local zamíndárs, from the outset, showed much interest in the measure, and came and forward liberally to supply plough-cattle, tools, food, and blankets. According to the last report received, the settlement is progressing favourably. The reclamation of the Doms, a tribe of the lowest caste, numbering in all some 1,400 persons, who lead a wretched and gypsy life in the large district of Gorakhpur, is even a still more difficult experiment. Their general avocation is theft; they live in the jungles, and have inherited a dislike to any form of settled existence. The vigilance of the police, however, has done much to make their wandering life irksome; and as a few of their numbers had been induced by a former Magistrate to accept service as scavengers in the municipality of Gorakhpur, it was thought that others might also be reclaimed to a settled mode of life. The Doms excel in brick-making, and a brick-making colony has been established near the town of Gorakhpur, while at the same

time service has been obtained for the rural Doms with the zamíndárs, who in this district also have shown much interest in the scheme, and are doing their best to induce the Doms to take to agriculture. The latest accounts, however, are somewhat disappointing.

The Sanitary Department—General health of population.

The comparative prosperity which the Province has enjoyed during the period under review, and its succession of good harvests, have had less effect in reducing the annual mortality than might be expected. Two years of exceptionally heavy rainfall would seem to have resulted in a general prevalence in many districts of malarious fevers of a severe type. The death-rates for the last six years are shown on the margin, and to the indications of an exceptional amount of sickness presented by them it may be added that this year the Province has been swept by a most virulent epidemic of cholera. It is needful, however, to remark that, according to the best available estimates, the population of the Province has increased since the census of 1881 by about two millions. And as the death-rate is calculated on the census figures, it appears greater than it really is. The recorded death-rate of 33·27 per 1,000 for 1886, for example, represents on the present estimated population an actual rate of only 31·82.

1881 ... 36·67 per thousand.
1882 ... 33·67 ditto.
1883 ... 27·57 ditto.
1884 ... 35·26 ditto.
1885 ... 31·98 ditto.
1886 ... 33·27 ditto.

Small-pox epidemics.

A satisfactory feature in the mortality statistics is the immunity from small-pox which in recent years has been attained in a good many districts. In 1886 the recorded number of deaths from this disease throughout the whole Province was only 10,500, and in part of the Meerut division it was practically non-existent. According to past statistics the disease comes in periodic waves, with a three years' interval of comparative quiescence, and the present year (1887) is the last of such a period of respite, as 1884 was the year of the last great outbreak. A careful analysis of the district figures, however, has led the Government to believe that in the western portion of the Province, where vaccination now has thoroughly established itself, and where the bulk of the people are thus protected, re-appearance of the disease in a virulent epidemic form need no longer be apprehended. The great mortality in 1883 and 1884 chiefly occurred in districts in which vaccination has as yet made hardly any way at all. In 1884, over 123,385 deaths out of the total of 202,541 reported for

the 49 districts in the Province occurred in the six districts composing the Rae Bareli and Fyzabad divisions and the two districts of Gorakhpur and Basti. In these districts the average number of persons annually vaccinated ranges from 2 to 10 per thousand. Similarly, in 1883, nearly half the total mortality from small-pox in the Province occurred in the two other divisions of Oudh in which vaccination is equally neglected. In the Meerut and Agra divisions, where vaccination is very general, the mortality in these two years, though considerably in excess of that recorded in years immediately preceding, was insignificant compared with the figures for Oudh. The worst district in the Meerut division was Bulandshahr, which had a ratio of 4·5 per thousand in 1883. The worst district in the Agra division was Etah, with a ratio of 4·3 in 1884. In Oudh, nine districts had ratios ranging between 10 and 19 per thousand in one or other of these two years. Again, the statistics show that in the first part of the period 1870—1886 the mortality from small-pox in bad years reached a much higher point in the Meerut and Agra divisions than at the end of the period. The Army Sanitary Commission, in noticing the remarkable immunity enjoyed by the Meerut district, and in expressing the belief that no more dependence can be placed on vaccination unaccompanied by sanitation than on quarantine against invasions of cholera, suggested that the cause might be specially investigated. A special inquiry has corroborated the view already expressed by this Government, that the chief cause of the immunity is the degree of success attained in that district by the Vaccination Department. A general review of the available evidence, therefore, leads to the inference that the intensity of epidemic outbreaks of small-pox has been distinctly mitigated in those portions of the Province where vaccination has really reached the bulk of the population, and this inference appears to be in accord with the conclusions of the high medical authorities. Sir Alfred Lyall does not doubt that absence of efficient sanitation is a powerful predisposing cause of epidemic small-pox as of almost every other spreading disease. But it seems to him most inadvisable to strengthen the popular prejudices against vaccination by any official declaration that it is no better protection against the disease than is quarantine against cholera, which is declared by high authorities to be no protection at all.

Progress of vaccination.

A steady increase in the number of persons annually vaccinated has marked the period under review, and some progress has been made even in Oudh, where the popular prejudices against vaccination are long in dying out. In the foremost districts in the North-Western Provinces the number of children vaccinated now nearly keeps pace with the annual increment to the population from births. In Oudh, not one-seventh of the children annually born are vaccinated. Constant supervision over the vaccinating staff, and the enlistment of the support of the district officers and the educated classes, must be relied on to gradually overcome these obstacles. In 1884 a very important change in the organization of the lower ranks of the Vaccination Department was sanctioned. In order to obtain local support and conciliate the popular prejudices against the vaccination staff, it was decided that vaccinators should be recruited in the districts in which their work lies. As the season during which vaccination can be performed with success extends only to the five cold weather months, the vaccinators are allowed to reside during the rest of the year at their homes; but a portion of each man's recess has to be spent in attendance at the local dispensary, and he is at all times liable to be called upon by the district board to work as a distributor of medicines on the occurrence of an epidemic.

The Compulsory Vaccination Act (XIII of 1880) has been extended to the cantonments of Benares, Meerut, Cawnpore, and Agra, and to the municipality of Sultanpur. The rules framed by the Local Government are reported to be working smoothly.

Urban and rural sanitation.

The controlling staff of the department consists of the Superintendent-General, who is also Sanitary Commissioner for the Provinces, and three Deputies, who likewise are Deputy Sanitary Commissioners for their respective circles. In the latter capacity these officers advise municipalities and district boards regarding sanitary projects, and are required by Government to make local inquiries in cases of exceptional sickness or epidemic diseases. The last five years have witnessed considerable activity in the prosecution of sanitary and drainage works by municipalities, and though much to European eyes is still wanting, the progress has been as fast as funds permit. Projects are under discussion for the better water-supply of the large towns of Allahabad, Agra, Lucknow, and Benares; but as they involve in each case

a very large outlay which will fall upon the towns, some delay is inevitable. The subject of village sanitation has occupied the attention of Government, and simple rules for the guidance of district officers and local boards have been drawn up and circulated. The difficulties, however, in the way of practical reform are very great.

Dispensaries.

The number of dispensaries in the Provinces has increased from 212 in 1882 to 251 in 1886, and the number of patients treated has risen from 1,697,000 to 2,009,000. During the present year proposals for the establishment of a number of new dispensaries have been sanctioned, and in many districts the Jubilee of the Queen-Empress' accession to the throne has been fitly commemorated by the building of a hospital. This increase is the more gratifying in that the initiative rests with the general public. The Government aid is restricted to supplying the services of a native doctor or hospital assistant and a moderate quantity of European medicines. Local subscriptions have to provide the subordinate establishment, country medicines, the dieting of in-door patients, and all other contingent charges: and the existence of a fairly permanent private income must be established before the aid of the State can be claimed. Every new dispensary thus implies genuine local effort, and is an additional recognition by the people of the value of medical aid. Up to 1883 the management of dispensaries in each district was entrusted to a special dispensary committee, but the dispensaries have since been vested in the district boards. New rules defining the conditions of grants-in-aid to new dispensaries have been drawn up by Government, and a fixed sum for European medicines has been provincially allotted for the next five years. Its apportionment among the several districts rests with the Inspector-General of Civil Hospitals. The benefit conferred by these hospitals and dispensaries on the people within reach of them is very great. Nevertheless it has to be remembered that the system is not capable of indefinite extension; and that the growing demand among this immense population for scientific medical aid and for European medicines can only be supplied, properly and permanently, by the establishment of an independent profession and by private commercial enterprize in the distribution of medicines.

The subordinate medical practitioners in charge of dispensaries for the most part receive their training at the Agra Medical College, and the improvement in the number and character of the surgical operations performed by them speak well for the soundness of the training given by that institution. The Principal reports that the general capacity and intelligence of the students are year by year improving, and that the subordinate medical service is becoming an increasingly popular career. A noteworthy fact during the last two years is that Muhammadans are now entering the school. The total number of students at the school in 1886 was 146, of whom 100 were males and 46 females. The female section was started in 1883, with eight pupils, three of whom, persevering to the end of the course, obtained diplomas. In 1886, five more obtained diplomas after passing a very creditable examination, and the Principal is hopeful of even better results from the students now under instruction. The chief difficulty is the defective general education of the candidates for admission; but every effort is made during the course to improve it. In order to economize the teaching staff, the school lectures on most subjects are given to mixed classes. Two European lady doctors have recently been attached to the school to instruct the female students in special subjects, and a women's hospital and other buildings are under construction from funds supplied by the National Association for supplying Female Medical Aid, supplemented by a grant from Government. The National Association has recognized that in the development of the Agra Medical School lies the possibility of obtaining properly qualified medical practitioners for the local institutions which are being founded in Northern India for the relief of women. Sir Alfred Lyall himself shares these views, and has observed with great satisfaction the strong and substantial interest taken by many public-spirited native gentlemen in the success of the school.

The Agra Medical College and female medical education.

CHAPTER X.

GENERAL, POLITICAL, AND APPOINTMENTS.

General.

In September, 1885, a letter was submitted to the Government of India, representing that the time appeared to have arrived when a separate Legislative Council might fitly be constituted,

Legislative Council.

for the North-Western Provinces and Oudh, under the provisions of Acts XXIV and XXV Victoria, chapter 67. It was pointed out that whereas Councils had been established for Madras and Bombay immediately on receipt of the Indian Councils' Act, and for the Lower Provinces of Bengal six months later, twenty-five years had been allowed to elapse without any further extension of the Provincial Councils system, for the introduction of which these Provinces were now considered to be fully ripe. And it was urged that the special and local business of a legislative nature which constantly required disposal, rendered the establishment of such a Council highly advisable. The Government of India in their despatch to the Secretary of State supported the proposal for a Provincial Council, observing that the North-Western Provinces and Oudh contained a population far greater than either Madras or Bombay, and that the peculiar interests of the Province obtained, under the then existing arrangements, a somewhat inadequate representation in the Imperial Legislative Council. By his despatch No. 20 of 27th May, 1886, the Secretary of State accorded general sanction to the establishment of the proposed Provincial Council; and on 26th November, 1886, the Governor-General in Council issued, with the previous approval of Her Majesty, the necessary proclamation constituting the North-Western Provinces and Oudh a Province for the purposes of the Indian Councils Act. Rules for the procedure of the Council were subsequently sanctioned by the Government of India; and four official and five non-official members were nominated by the Lieutenant-Governor and duly approved. All preliminaries being thus completed, the first meeting of the Provincial Legislative Council was held at Allahabad on January 8th, 1887.

Government Press.

In April, 1885, an officer of the Accounts Department was deputed specially to examine the account and pay department of the Government Press, and rendered a report at the end of the month; in consequence of which the Government communicated orders to the Superintendent of the Press prescribing reform in the matter of periodical stock-taking and accounts.

The Government finally decided that the establishment of the Press ought to consist partly of a duly sanctioned staff on fixed salaries, and partly of a number of men to be entertained for work of fluctuating nature at the discretion of the Superintendent; and

this arrangement has been carried out. The attention of the Superintendent was also drawn to the necessity for revising the rates at which Government work was given to private presses, so as to bring them into correspondence with the market rates for the same class of work.

In February, 1886, the Government issued a Resolution reviewing, and passing orders on, various questions connected with the printing Press at Allahabad. It was decided not to abolish the Government Press, which is necessary for official business; but the Press was prohibited from undertaking any work of a non-official character which ordinary printing establishments could execute: and the business of supplying the educational books and appliances used in Government schools was also withdrawn. So far, moreover, as was consistent with the economical working of the Press itself, the Superintendent was instructed to distribute official printing of a suitable nature among private presses for execution. In regard to the Book Depôt, it was ordered that the entire stock of educational and general works should be disposed of: and that the duties of the Curator would thereafter be confined to the storage and distribution of official publications, and to the discharge of the functions of Registrar under Act XXV of 1867. The scale of printing rates in force at the Press had been discussed by the committee: and the Superintendent was directed to subject it to careful revision. A revised scale of rates, assimilated as far as possible to the scales in force in other Provinces, has been submitted and sanctioned in 1887. Together with the improvements effected in respect of accounts and establishment, these measures have, it is hoped, conduced to making the Press a more efficient and economical agency for the execution of official work, without encroaching on the legitimate field of commercial enterprize.

Conservation of ancient monuments.

In accordance with the request in Home Department Resolution No. $\frac{3}{168-83}$, dated 26th November, 1883, lists were drawn up showing for these Provinces—(1) monuments which ought to be maintained in permanent good repair; (2) monuments for preservation of which it would be sufficient to exclude water, eradicate vegetation, and take similar minor measures; and (3) monuments which it was impossible or unnecessary to preserve. Subsequently the Government of India intimated the allotment of

Rs. 5,000 to these Provinces for conservation of ancient monuments in 1884-85; and all Commissioners of divisions were consulted by this Government in regard to the monuments in their jurisdiction that required attention. The special measures which had been undertaken by this Government in the Public Works Department for the preservation of buildings of archæological interest or architectural merit, since the year 1872, were closed by a Public Works Resolution dated 24th March, 1885, which reviewed the total expenditure of Rs. 9,04,115, and ordered the special archæological division to be abolished, since all the more remarkable and prominent buildings had now been repaired and preserved. In June, 1885, the Government of India having placed the Archæological Survey of India under the control of Dr. Burgess, and directed the appointment of Assistant Surveyors in the various Provincial circles, the name of Dr. Führer, Curator of the Provincial Museum at Lucknow, was submitted and recommended for the appointment in the North-Western Provinces and Oudh. The appointment was sanctioned, and Dr. Führer entered on his duties before the close of the year.

Volunteer reserve.

A scheme was submitted to the Government, in the year 1884, by Lieutenant-Colonel J. H. Rivett-Carnac, C.S., C.I.E., Commandant of the Gházipur Rifle Battalion, for the creation of a reserve force of volunteers, to consist of men who could not spare sufficient time to go through the drill required of ordinary volunteers, and from whom, therefore, no duties of this sort would be exacted, while they would be supplied with arms and ammunition by the Government. In submitting the proposal to the Government of India, Sir Alfred Lyall expressed his opinion that there was some ground for apprehending that the formation of a second and less fully-drilled corps might result in a falling-off both in the numbers and discipline of the regular volunteers: since men who would otherwise have volunteered under the ordinary rules might avail themselves of the opportunity of being enrolled as volunteers with less trouble on their own part. The Lieutenant-Governor supported the formation of a second and less highly organized body of volunteers; but recommended that it should be closely connected with the existing volunteer corps, and that the practice of some rudimentary military exercises should be required of the men composing it.

Subsequently, correspondence took place between the Local Government and the Adjutant-General in India regarding the efficiency test to be prescribed for members of the volunteer reserve. In June, 1887, the Lieutenant-Governor's concurrence in the Commander-in-Chief's proposals on this head were communicated to the Adjutant-General and to the Military Department.

Jubilee celebration.

The year 1887 being the 50th year of Her Majesty's reign, the Government of India informed this and other Local Governments, a few days after the commencement of the year, that the 16th of February had been designated, in view of the conditions of the Indian seasons, for the celebration in this country of the Jubilee of the Queen's accession. The local officers throughout the North-Western Provinces and Oudh were communicated with, and instructed to report what method of celebrating the Jubilee was generally favoured; and due publication was at the same time given to the matter in the official *Gazette* of the Provinces. It appeared to be the general wish that a darbár should be held in each district, and arrangements were made accordingly. A grant from Provincial funds to aid in illuminations and fireworks on the occasion was promised to each district.

Darbárs were held on 16th February, 1887, at all district and divisional headquarters, except at Allahabad, where the Lieutenant-Governor and Commissioner held a *levée*. The nature of the celebration was diverse, as had been contemplated by the Government in interfering as little as possible with the spontaneous action of the people. At all stations, besides the darbár, there were illuminations and fireworks: and the occasion was further generally celebrated by thanksgiving services and distribution of alms to the poor, and at military stations by a parade of troops. In accordance with oriental custom, and at the express desire of many native gentlemen, the Government directed the release from jail of a large number of prisoners, confined on minor charges, or aged or infirm persons. By desire of the Government of India, a number of non-fraudulent civil debtors liable for small amounts were also released from confinement, their debts being paid from the public funds. The feelings of the people were manifested by the undertaking of a great number of permanent memorials of the occasion, many being works of much public utility and benefit. Thus at Benares a project was set on foot for the drainage and water-supply of the city, for which a

lakh and a-half of rupees in subscriptions were promised. At Lucknow a "Jubilee High School" has been established and liberally endowed, and large sums have been contributed by the Talúqdárs of Oudh for a Technical school, which promises to become most valuable. At Unao an estate, valued at Rs. 4,00,000, was assigned by certain Talúqdárs for educational and charitable purposes. A number of handsome donations were made by individuals in celebration of the Jubilee; and with these may be mentioned the remission by the Mahárája of Benares to his tenants of Rs. 2,25,000 outstanding arrears of rent. Addresses and caskets to the number of 169, from districts, towns, societies, and prominent individuals, were received by the Government for transmission to Her Majesty.

Imperial Institute.

In connection with the celebration of the Queen's Jubilee, communications were received in January, 1887, from the Government of India acquainting this Government of the intended foundation of a commemorative Imperial Institute in London, and requesting that the matter might receive the attention of the various local committees which were then considering the proper celebration of the Jubilee. The desired action was taken by this Government, and the suggestion for the establishment of the Institute met with a liberal response. The Talúqdárs' Association of Oudh, the Mahárája of Benares, the Nawáb of Rámpur, and many other native noblemen and gentlemen subscribed considerable sums towards the Institute.

Political.

Transfer of Jhánsi city and fort.

In 1885 the Government of India concluded an agreement with Mahárája Sindia for the cession to the British Government of the town and fort of Jhánsi in exchange for the cantonment of Morar. The Commissioner of the Jhánsi division was deputed by this Government to arrange details of the transfer; and Colonel Bannerman, Resident at Gwálior, was similarly deputed by the Agent to the Governor-General for Central India. At 9 A.M. on 10th March, 1884, the Commissioner, on behalf of the British Government, received from the Darbár officers possession of Jhánsi city and fort. The fort was occupied by British troops, and the Magistrate of the Jhánsi district took charge of the civil administration, and posted the necessary police. The area made over in exchange for Morar cantonment comprised only the city proper

and a suburb, but it was subsequently found expedient to acquire the surrounding land, including the sites of the railway station and workshops, and a considerable area on the further bank of the Páhuj river—the boundary originally agreed on—which was required for the protection of the railway water-works. In submitting the matter, therefore, for the orders of the Government of India, the Lieutenant-Governor supported the proposals finally formulated by the Commissioner of Jhánsi and Colonel Bannerman, *viz.*, that 58 villages in all, lying west and north of the town and fort, should be acquired from the Gwálior Darbár, and that in exchange the Mahárája should receive 30 villages lying round (and including) the town of Bhander. The latter tract, being more fertile and orderly, was of about equivalent value, and it had been in Mahárája Sindia's possession till the year 1860, so that recovery of it was presumed to be gratifying to himself, while Gwálior rule was not new to the inhabitants. The proposals, as recommended by the Lieutenant-Governor, were accepted by the Government of India and the Darbár, and the transfer was formally carried out in December, 1886. The necessary legislative action was at the same time taken for incorporating the city and fort in the Jhánsi district, and for applying to them the laws in force in British India. The question of the purchase by Government for military purposes of a certain area surrounding the fort, according to the advice of a military committee which had considered the matter, has been referred to the Government of India.

The question of the garrison to be stationed at Jhánsi had been under separate correspondence. The original intention of the military authorities (in 1882) had been to abandon Jhánsi as a station for troops; but the case was completely altered by the rendition of the city and fort, the abandonment of Morar cantonment, and the construction of four lines of railway which, when completed, will converge at Jhánsi.

Rámpur succession.

His Highness Kalb Ali Khan, Nawáb of the Rámpur State adjoining the Bareilly and Moradabad districts, in 1880 applied to the Government for public recognition of his son, Mushtáq Ali Khan, as his successor: but although the request was agreed to, nothing was at the time done. Towards the end of 1883, the Nawáb expressed to Sir Alfred Lyall his earnest wish that the succession of Mushtáq Ali Khan should be publicly recognized

and confirmed by the formal conferment of a *khillat;* and accordingly, with the sanction of the Government of India, the *khillat* was bestowed on the heir-apparent by the Lieutenant-Governor in person in October, 1884.

On the 23rd March, 1887, Nawáb Kalb Ali Khan died. The Lieutenant-Governor's Agent (Commissioner of the Rohilkhand Division) at once proceeded to Rámpur, and declared in the Diwan-i-Am that Nawáb Mushtáq Ali Khan had succeeded to the chiefship. The usual engagements were taken from the new Nawáb, and the proceedings of the Agent, after approval by the Lieutenant-Governor, were finally confirmed by the Government of India.

Tehri succession.

Partáb Shah, Rája of the Tehri State, died on the 6th February, 1887, at Tehri; the Commissioner of Kumaun at once reported the event to Government, and proceeded to Tehri to arrange the succession. Rája Kirti Shah, the eldest son of Partáb Shah, was installed as his father's successor; and he being only 13 years of age, a Council of State, with the late Rája's brother as President, has been appointed to manage affairs during the ruler's minority. The Government of India afterwards formally confirmed the accession of Kirti Shah.

Nipál frontier.

The districts of the North-Western Provinces and Oudh which border on the Nipál State are Kumaun, Pilibhít, Kheri, Gonda, Bahraich, Gorakhpur, and Basti. The Kumaun district is divided from Nipál by the river Sardha; but in the remaining districts the boundary is for the most part an artificial one, and in view of possible complications it was determined by the Local Government, in communication with the Government of India, to undertake a more satisfactory demarcation than that now existing. The assent of the Nipálese Government was accordingly obtained to a proposal for the complete demarcation of the boundary by means of a neutral strip of land to be maintained to the distance of 30 feet on either side of the boundary along the entire frontier. Orders were issued in June, 1882, to the officers of the British districts to take the work in hand. By August, 1883, demarcation on the British side in the Kheri and Pilibhít districts had been carried out, and a trench dug along the southern edge of the cleared tract. Some incidental difficulties delayed the work in Gonda, Bahraich, and Gorakhpur: in the last-named district two rivers (the Gandak on the east and

the Ganghi on the west) partially constitute the boundary. In Basti, the European grantees, whose estates lie along the borders, raised a contention, which was eventually accepted, that a certain road, and not a straight line between boundary pillars, was the correct frontier. In reporting progress to the Government of India, this Government pointed out that the Nipálese authorities had not then (1883) cleared any ground on their side of the boundary. The work proceeded subsequently in communication, through the Resident, with the Nipál Darbár: and in 1885 the Darbár had agreed finally to the Lieutenant-Governor's proposals for the rectification of the frontier. The demarcation has since been progressing towards completion.

Appointments.

A RESOLUTION was issued on 24th October, 1883, introducing common promotion, in the order of the amalgamated list of the united Provinces, for all officers up to the grade of 1st class Joint-Magistrates in the North-Western Provinces and 1st grade Assistant Commissioners in Oudh. The same principle was further extended in 1885. The Government in April of that year issued orders reviewing the inequalities in officiating pay caused by the officiating charge being in the North-Western Provinces or in Oudh (the minimum pay of a district officer being much lower in the latter Province): and, with previous sanction of the Supreme Government, directed that in future the pay of all Covenanted Civilians employed in charge of districts throughout the united Provinces—whether as Magistrate and Collector, Deputy Commissioner, or Judge—should be personal and not local. The whole body of these officers is now treated as one, and their pay, whether substantive or officiating, is regulated, save in special and exceptional cases, in the order of seniority.

In October, 1882, the Provincial Government was informed that the Secretary of State had agreed to a total strength of civil officers being fixed for the whole of British India, for a period of five years, and recruitment regulated accordingly; and to the pay in both executive and judicial appointments being graded so as to ensure regular promotion, and the approximate equalization of salaries everywhere for performing similar work. Some correspondence followed, and the principle of uniform gradation was accepted, with some criticism upon details. In

February, 1886, the Government of India intimated that the decision that the number of recruits for the Civil Service should be fixed for a period of five years would be put in operation in the quinquennial period 1888—1892.

Medical officers.

Several cases arose for settlement in 1882 of medical officers whose position in the Civil List of the Provinces was doubtful owing to interruption or postponement, through no action of their own, of their service in the Civil Department. After correspondence with the Surgeon-General, the following rules were laid down, subject to the declared general principle that appointments to district charges would be regulated by the merit of the available officers:—

(1) that permanent incumbents would be entered in the list according to their military rank;

(2) that supernumeraries would be entered according to the date of their admission to civil employ;

(3) that re-transfer to military duty, otherwise than at the instance of the officer concerned, would not act as a break, or affect detrimentally the officer's position in the list after his return to civil duty.

The Resolution of the Government of India in the Home Department, No. $\frac{10}{243\text{-}53}$, dated 7th June, 1884, prescribed that Local Governments should no longer apply for the services of particular medical officers, but should simply communicate that an officer was required, when the Supreme Government would transfer one from military service. It was agreed that, while the Government of India would make the first appointment, an objection by the Local Government, when an officer had served a period of probation as a supernumerary, would preclude his permanent transfer to civil employ.

Allotment of medical officers to the several Provinces of the Bengal Presidency was made by a Resolution of the Home Department of 31st October, 1884. Forty-two appointments in the North-Western Provinces and Oudh were provided for covenanted officers, to which uncovenanted officers were on no account to be posted. Fourteen appointments were sanctioned, to which either covenanted or uncovenanted officers might be posted as proved convenient. And the list was completed by eight collateral civil charges, to be held by medical officers in military

employ. A code of rules for the employment of uncovenanted medical officers in the Bengal Presidency was afterwards communicated by the Government of India.

In 1886 the Provincial Government was consulted (in connection with a proposal to introduce the station hospital system for native troops). As to the maximum number of covenanted medical officers that could be transferred, without serious embarrassment, from these Provinces, to military employ in case of sudden and extraordinary emergency, it was replied that the existing staff was in no respect excessive, and any prolonged diminution must cause serious inconvenience; but that in case of great emergency, this Government could undertake to place 14 medical officers at the disposal of the Government of India. The restriction on putting uncovenanted officers to the 42 appointments above noticed would have, it was added, in this case to be relaxed.

Public Service Commission.

By Resolutions of 4th October and 4th November, 1886, the Government of India appointed a Commission of 16 members, from the official and non-official communities, which was instructed to consider, in the first place, the questions of admitting natives more freely to posts which are at present ordinarily reserved for the Covenanted Civil Service, and of the employment of natives and Europeans, respectively, in those branches of the uncovenanted service which are directly engaged in the executive and judicial administration. An inquiry into other and special branches of the public service was contemplated at a later date. The Hon'ble J. W. Quinton of the Civil Service, and Syed Ahmed, Khan Bahádur, of Aligarh, with Rája Udai Partáb Singh, of Bhinga, for Oudh, represented these Provinces on the Commission. The Local Government furnished the Commission with lists of officers, associations, and editors and members of the general public, whom it was desirable to consult. In January, 1887, the Commission arrived at Allahabad, where it sat for some days, recording the opinions of witnesses.

Under date 8th March, 1887, the Government of India issued orders constituting a sub-committee of the Public Service Commission for the purpose of inquiry regarding admission of Europeans and natives to the special branches of the public service alluded to above. This Government nominated its Public Works

Secretary, the Director of Public Instruction, the Inspectors-General of Jails, Registration, and Police, and the Conservator of Forests, Central Circle—and, as representative of the Eurasian community, Mr. J. Clarke, Deputy Registrar, High Court—to assist the sub-committee while in the North-Western Provinces and Oudh. The sittings of the sub-committee took place at Allahábad from the 11th to 14th April, 1887.